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Options For Change

Land Use Choices for The Waterfront Plan

October 1, 1993


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Executive Summary

The Port of San Francisco is engaged in a public planning process to develop the Waterfront Plan to guide the long-term use and development of property under Port jurisdiction, from Fisherman's Wharf to India Basin. The Waterfront Plan is being prepared under the guidance of the Waterfront Plan Advisory Board, which will report its recommendations to the San Francisco Port Commission.

Prop H and Advisory Board

In November, 1990 the San Francisco voters adopted Proposition H calling for a moratorium on non-maritime development on the Port's waterfront property pending completion of a comprehensive land use plan, and a ban on hotel development.

The Waterfront Plan Advisory Board was appointed by the Port Commission to ensure maximum public input into the planning process, consistent with the mandate of Proposition H.

Advisory Board members, appointed based on recommendation from the Board of Supervisors and the Mayor, as well as through a general solicitation of interested citizens, represent the diverse community with interest in the future of the Port, including maritime industries, Port tenants, labor unions, neighborhood organizations, architects, urban planners and other professionals.

Phase I of the planning process analyzed the land needs of "water-dependent" activities, including the Port's maritime (e.g. cargo shipping, fishing) and recreational industries (e.g. cruise, ferries and excursions). The Advisory Board identified Port land that should be set aside to meet the long-term needs of activities that require waterside locations for their operation. Approximately 70% of Port land was reserved for this purpose. A map of the Phase I recommendations is provided on the following page.



After giving first priority to water-dependent activities, the Advisory Board entered Phase II of the planning process, which involved numerous public sessions to discuss other appropriate uses for Port property. *Options for Change* has been published to focus on primarily non-water-dependent land use options for various underused Port sites that were not reserved for water-dependent activities in Phase I. The Port invites citizens to review and comment on the land use options outlined in this report.

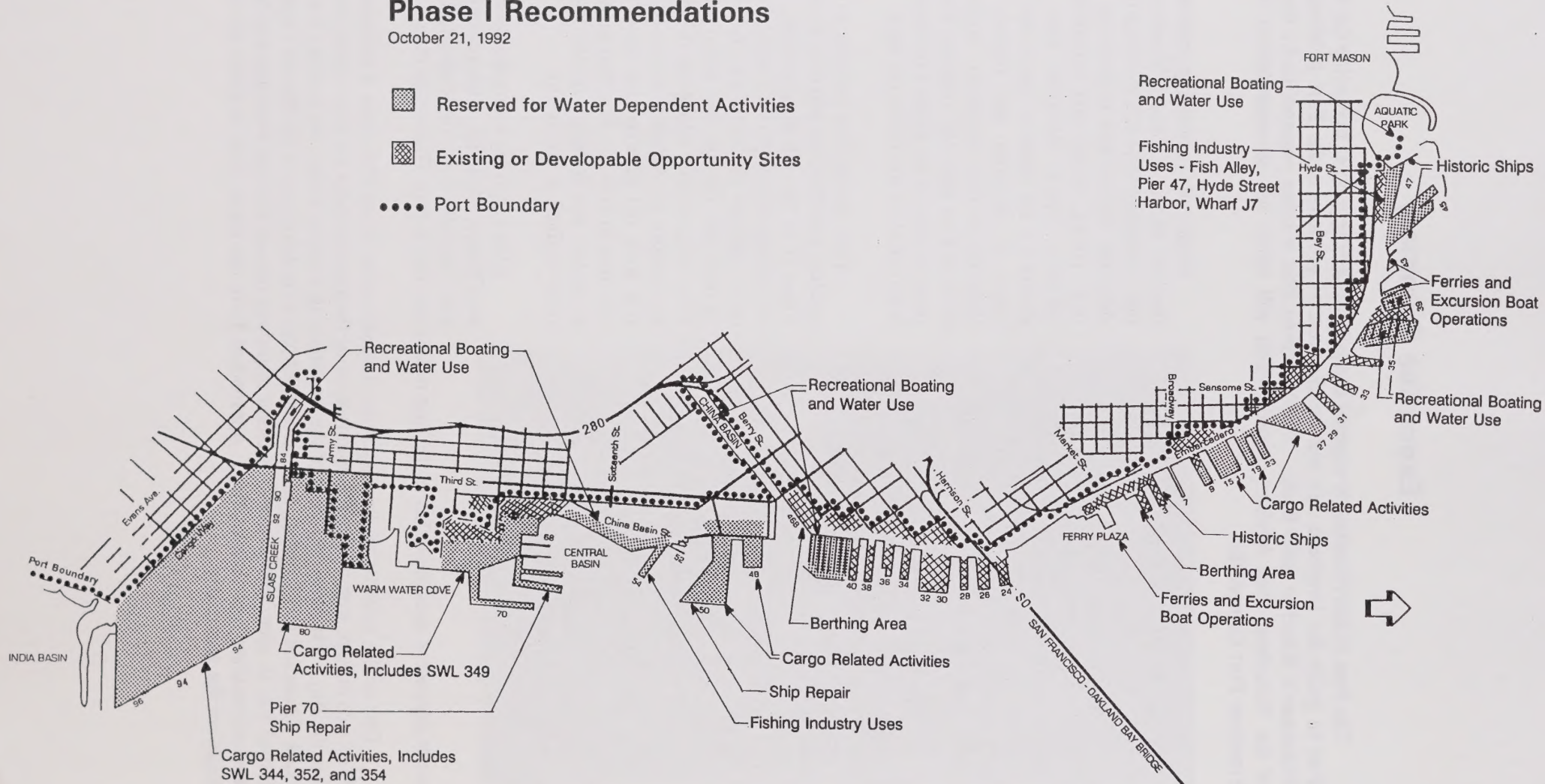
After receiving comments on the *Options for Change*, Phase III of the planning process will integrate the water-dependent and non-water-dependent uses identified in the first two phases into a draft Waterfront Plan.

One of the symbols of the City is the dramatic view of the Port from a lookout on a San Francisco hilltop, with its historic buildings lining the Embarcadero and finger piers reaching out into the Bay. Yet today, the days of the freewheeling Barbary Coast, the colorful waterfront of Mark Twain and Jack London, and the bustling port of embarkation to the Pacific Theatre during World War II, seem quite remote. A closer inspection reveals that Port buildings and finger piers are underutilized and deteriorating. Approached from the water, Port facilities are at points a blight on the waterfront.

Waterfront Plan Advisory Board Phase I Recommendations

October 21, 1992

-  Reserved for Water Dependent Activities
-  Existing or Developable Opportunity Sites
- Port Boundary



The Port today faces an uncertain economic future. There are many factors that have contributed to this deterioration:

- A financial obligation of the *Burton Act* that required the Port to assume \$55 million in State general obligation bonds issued for Port facilities that produce little or no revenue.
- Changes in the shipping industry and technological advancements have rendered the Port's finger piers obsolete for modern shipping.
- The construction of the Bay Bridge and Golden Gate Bridge accelerated the decline of ferry traffic to the Port.
- Increasingly restrictive regulations guiding waterfront land use over the past 25 years have greatly limited non-water-dependent activities, prohibiting housing, general office, private health clubs and hotels on most Port properties, and restricting retail, general industry, public assembly uses and parking.

The Port Is An Enterprise Fund Department

The Port operates under a special financial and budgetary framework set forth in legislation (the *Burton Act*) that transferred the Port from the State of California to the City and County of San Francisco in 1968. Under the *Burton Act*, revenues generated by the Port are held in a special fund to be used only for Port purposes. The Port receives no operating subsidies from the City and reimburses the City's general fund for any services provided by general fund departments.

While most California ports have a similarly self-sufficient arrangement with their respective municipalities, other American ports receive subsidies for capital programs or have outright taxing powers. For instance, the Port of Seattle, which competes directly with San Francisco, is subsidized by general tax revenues. The availability of such assistance to competing ports, puts the Port of San Francisco, with its aging finger piers and infrastructure, in an unfavorable competitive position.

The restrictiveness of the regulations on Port property is apparent when one looks at the areas of the City adjacent to the waterfront that are unencumbered by these restrictions. Over the past 30 years, areas like South Beach, South of Market, Embarcadero Center, Golden Gateway, Levi Strauss Plaza and the northeastern waterfront, have made the transition from obsolete manufacturing and warehousing areas to thriving and diverse commercial and residential districts. If the waterfront also is to become a useful and integral part of the city, for the use and enjoyment of all San Franciscans, existing regulations warrant a careful evaluation.

The Advisory Board is dedicated to recommending a balanced and financially responsible Waterfront Plan that can be implemented. There is a commitment to consider not only the uses that are currently allowed on the waterfront, but also to examine other uses that may be appropriate, notwithstanding current regulations. As a result, the land use choices outlined in the *Options for Change* include activities that have merit, but may not be consistent with all existing regulations. The Advisory Board has openly stated its intention to recommend changes to existing regulations, if necessary, to permit uses that it believes make sense and are desirable for the waterfront.

This report divides the Port's land into five subareas for review: Fisherman's Wharf, Northeast Waterfront, Ferry Building, South Beach/Mission Bay, and Southern Waterfront. Each subarea contains a number of "opportunity sites" for non-water-dependent uses. The opportunity sites include piers that are surplus to maritime use, and "seawall lots", that is parcels on top or inland of the seawall which underlies the northeastern shoreline of the City. For each opportunity site, a list of "land use options" has been identified, which is a list of possible uses for the opportunity sites. The land use options are based on an evaluation of surrounding neighborhoods and uses, transportation considerations, and needs for the subarea.

The characteristics of the five subareas, and the principal objectives for the use and development of Port property in those areas are summarized below. A map follows each subarea, summarizing the suggested land use options.

■ Fisherman's Wharf

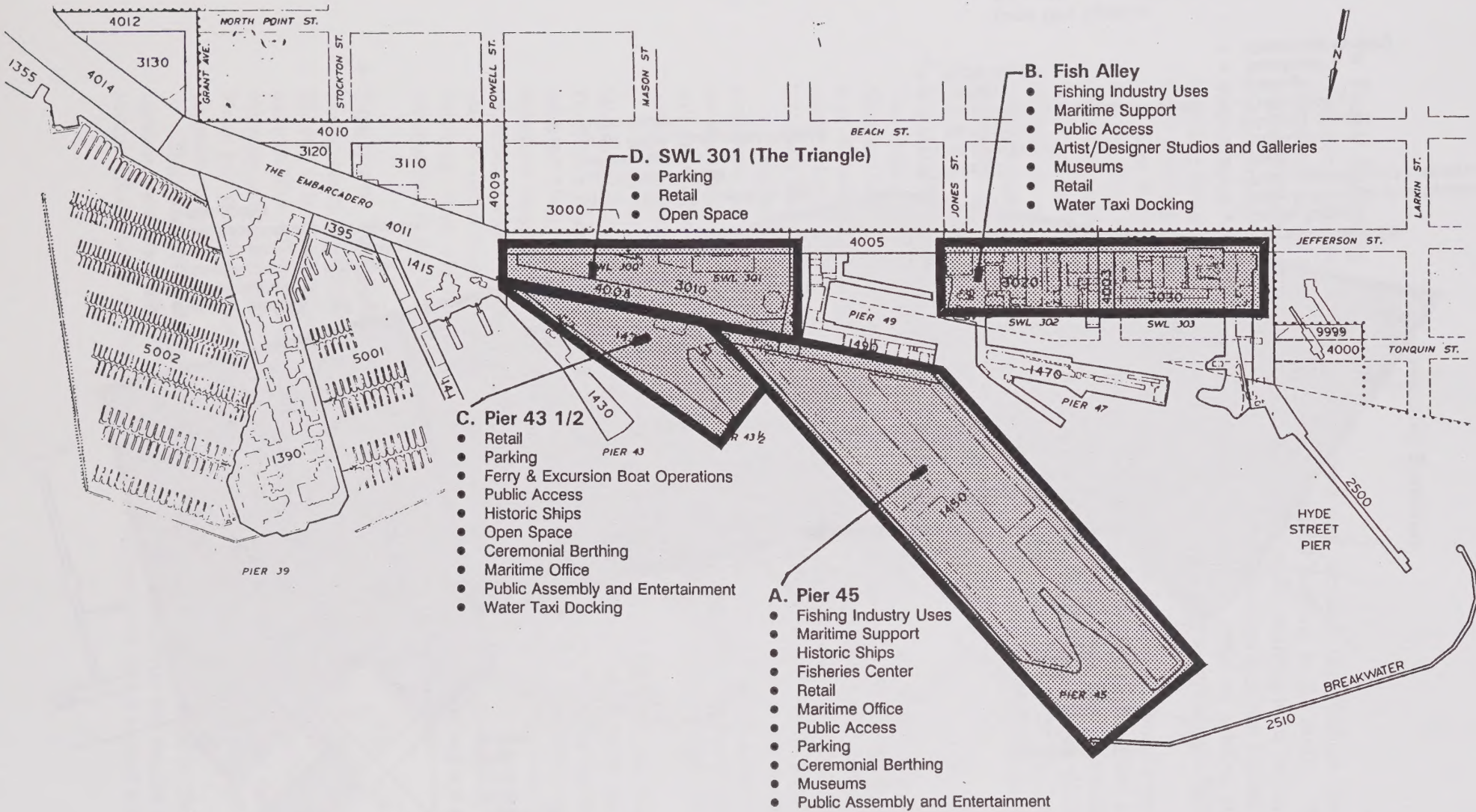
This subarea extends from Aquatic Park to Pier 39. Primary activities at Fisherman's Wharf include fishing industry uses, and visitor-oriented retail shops and restaurants. The Port is committed to the support of the fishing industry which is struggling to survive in the face of adverse environmental and economic conditions. Repair of earthquake damage to the Pier 45 fish handling and processing facilities is underway, however plans for construction of more extensive harbor improvements and a Fisheries Center are not fully funded.

Sustaining and improving visitor-oriented uses is also a high priority for the Port. These activities together make this area the top visitor destination in the City, generating substantial revenues to both the Port and the City. Yet there is also a desire in the Fisherman's Wharf community to provide new activities that would attract more San Franciscans to this area and change its image as a tourist-only destination. Land use options identified for this area are intended to complement these uses, and further the Port's objectives for improving facilities in the Fisherman's Wharf Subarea.

■ Northeast Waterfront

The Northeast Waterfront Subarea begins at Pier 35, the Port's cruise terminal, and extends south to Pier 7, the newly completed recreation and fishing pier. The subarea includes eleven finger piers, and twelve seawall lots. This area is part of a large, former maritime and industrial district that has successfully evolved into a mixed-use neighborhood, including high density residential complexes and small to medium scale offices, many in converted historic industrial warehouse buildings. The Port's objective is to continue the mixed-use concept through to the waterfront by maintaining existing industrial maritime uses, such as the newsprint terminal and cargo sourcing operations, as long as feasible, while identifying space for new maritime/commercial mixed use developments, such as a Sailing Center or new excursion boat terminal.

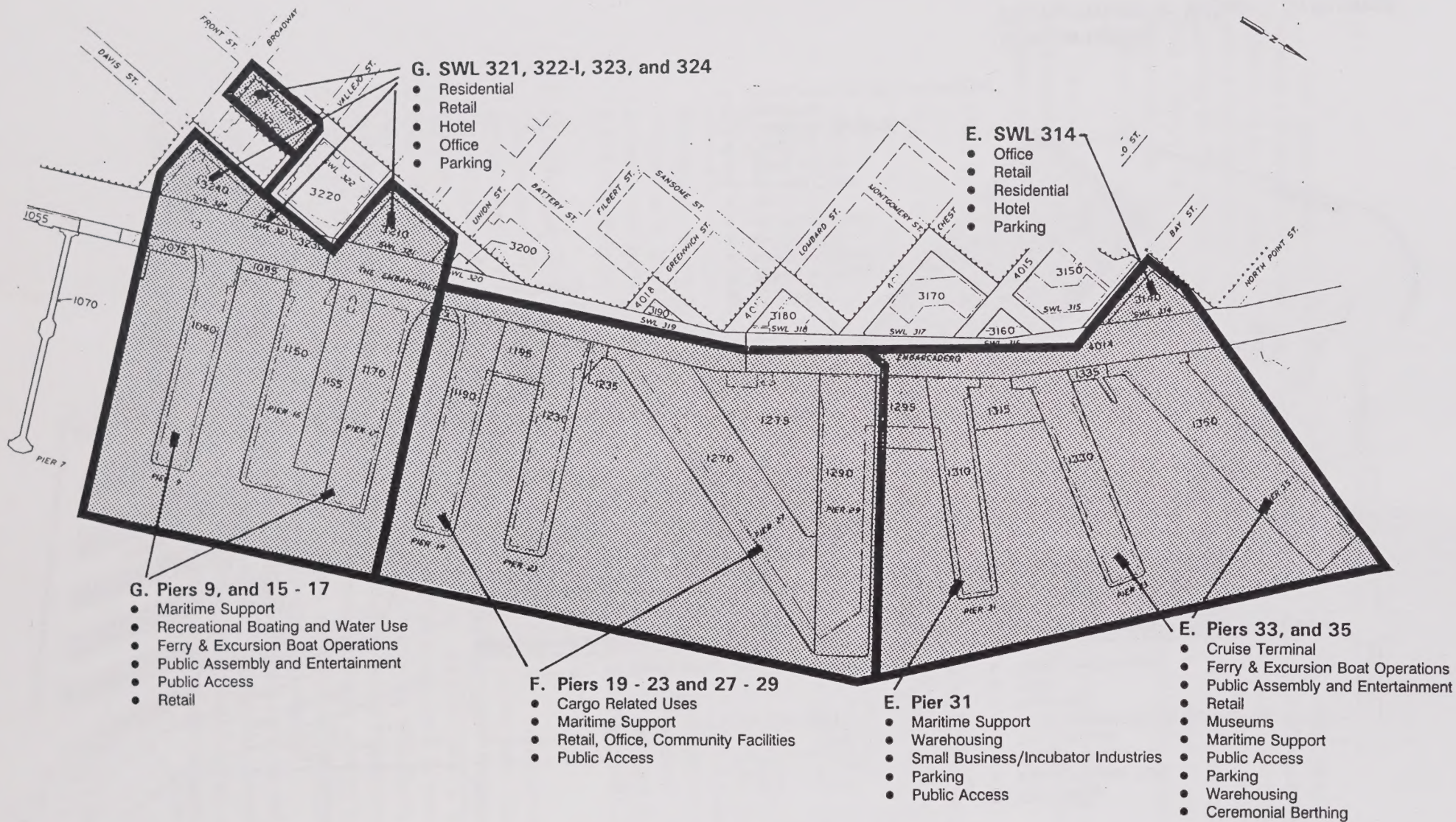
A related objective is to introduce uses that enliven the waterfront and generate more activity along this segment of the Embarcadero. Because the property in this subarea includes a substantial portion of the Port's developable land holdings, a primary objective is to identify acceptable land uses that will generate substantial net revenues to enable the Port to achieve other public objectives.



Land Use Options

Fisherman's Wharf Subarea

October 1, 1993



■ Ferry Building

The Ferry Building subarea extends from and includes the Fireboat Station and Promenade to the south and the Pier 5 bulkhead building to the north. The Ferry Building is the focal point of this subarea. Restoring this building to its former glory as a public transportation hub and centerpiece of the waterfront is of the highest priority. This subarea offers a prime opportunity for adaptive reuse of existing structures, including those of architectural and historic value such as the Agricultural Building, the Ferry Building and the Fireboat Station.

Now that the Embarcadero Freeway no longer presents a barrier between the City and the Port, enhancing the connections between the land and the water is also an important objective. Attainment of these objectives will require substantial public funding. The Port has secured a \$1 million grant to begin the design and planning work on the restoration of the Ferry Building. However, the Port must also look to the revenue-generating uses identified in *Options for Change* to underwrite the ambitious agenda for this subarea.

■ South Beach/Mission Bay

This subarea spans the waterfront from the Bay Bridge to the shoreline just south of Mariposa Street. Once dominated by industry, maritime uses and railroad terminals, this area is being dramatically transformed into new mixed residential and commercial neighborhoods adjacent to Port property. China Basin Channel bisects this subarea into the South Beach district to the north and the Mission Bay district to the south.

Considerable public and private investment in this subarea will result in new waterfront parks (Rincon Point Park, South Beach Park and Mission Bay Parks and wetlands) at three locations within this subarea. The Waterfront Transportation Projects will greatly improve the Embarcadero, and introduce MUNI-Metro light rail into this corridor, linking the two districts via King Street.

While the adjacent neighborhoods are undergoing a renaissance, the South Beach Marina is the only new development that has occurred on the waterfront in this subarea. The Port's primary objective is to make better economic use of public property in this subarea. Port properties here have been grouped into four opportunity sites, with objectives ranging from providing services to recreational boating and water uses along the Mission Bay waterfront, to providing places for public assembly and entertainment uses to attract large numbers of people to this underutilized frontage on the Bay. Attaining these objectives in a way that is sensitive to the emerging residential communities is also a high priority.

■ Southern Waterfront

The Southern Waterfront subarea extends from the shipyards at Piers 68-70 south to Pier 98, and is home to the majority of the Port's industrial maritime uses. Because of the concentration of water-dependent and maritime support activities, such as container shipping and cargo storage and trucking services, this area was evaluated extensively in Phase I of the planning process, and most property in the area was reserved for those purposes.

There are, however, development issues that warrant consideration in Phase II. For instance, portions of Pier 70 backlands contain historic structures that require substantial seismic rehabilitation and hazardous materials removal work that is beyond the ability of

H. Ferry and Agriculture Buildings, Ferry Plaza, and Pier 1/2

- Ferry and Excursion Boat Operations
- Recreational Boating and Water Use
- Historic Ships
- Transit Facilities
- Museum/Visitor Center
- Office
- Public Assembly and Entertainment
- Retail
- Public Access
- Parking
- Ceremonial Berthing

I. SWL 351

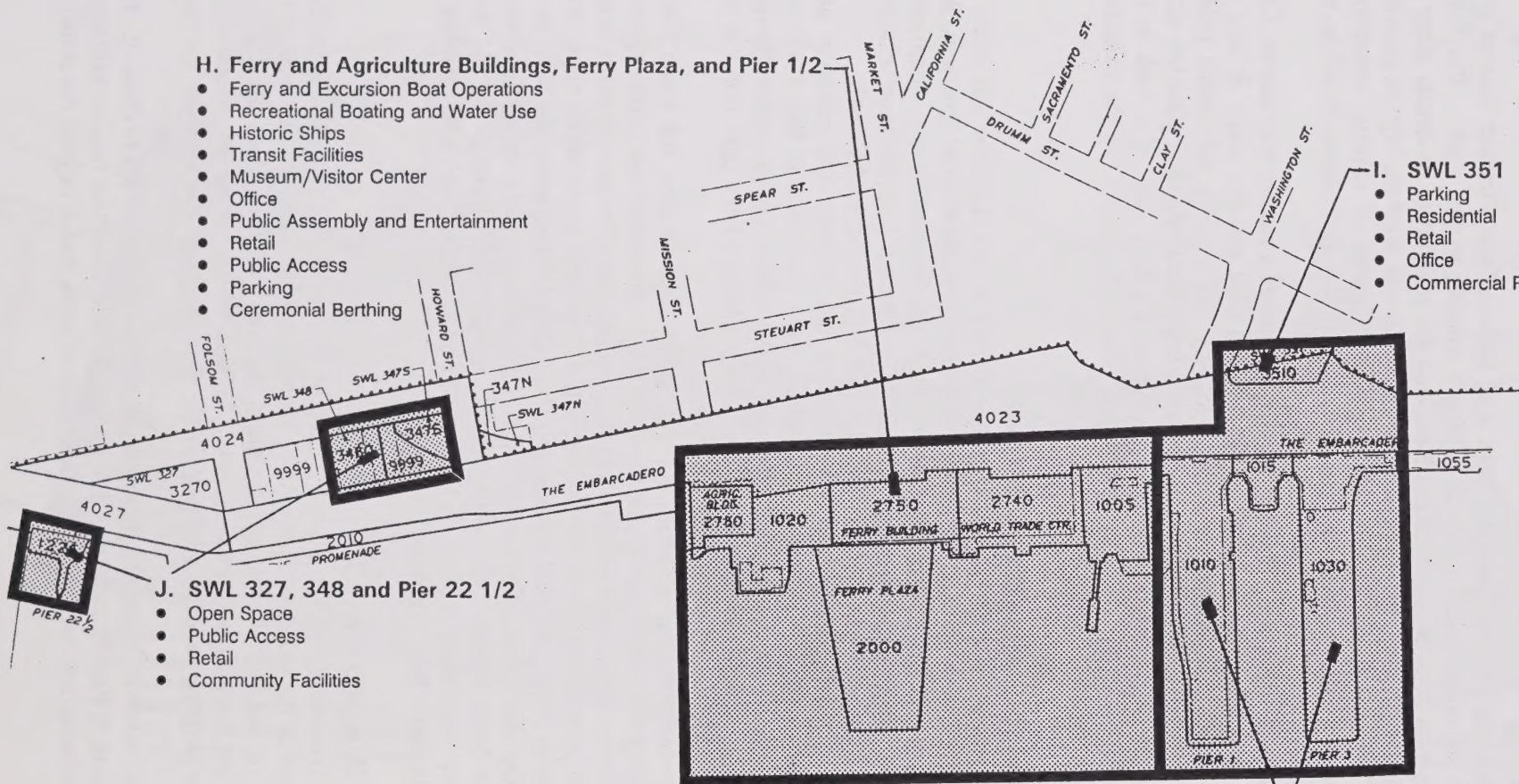
- Parking
- Residential
- Retail
- Office
- Commercial Recreation Facility

J. SWL 327, 348 and Pier 22 1/2

- Open Space
- Public Access
- Retail
- Community Facilities

I. Piers 1 and 3, Piers 1 1/2 and 5 Bulkhead Buildings

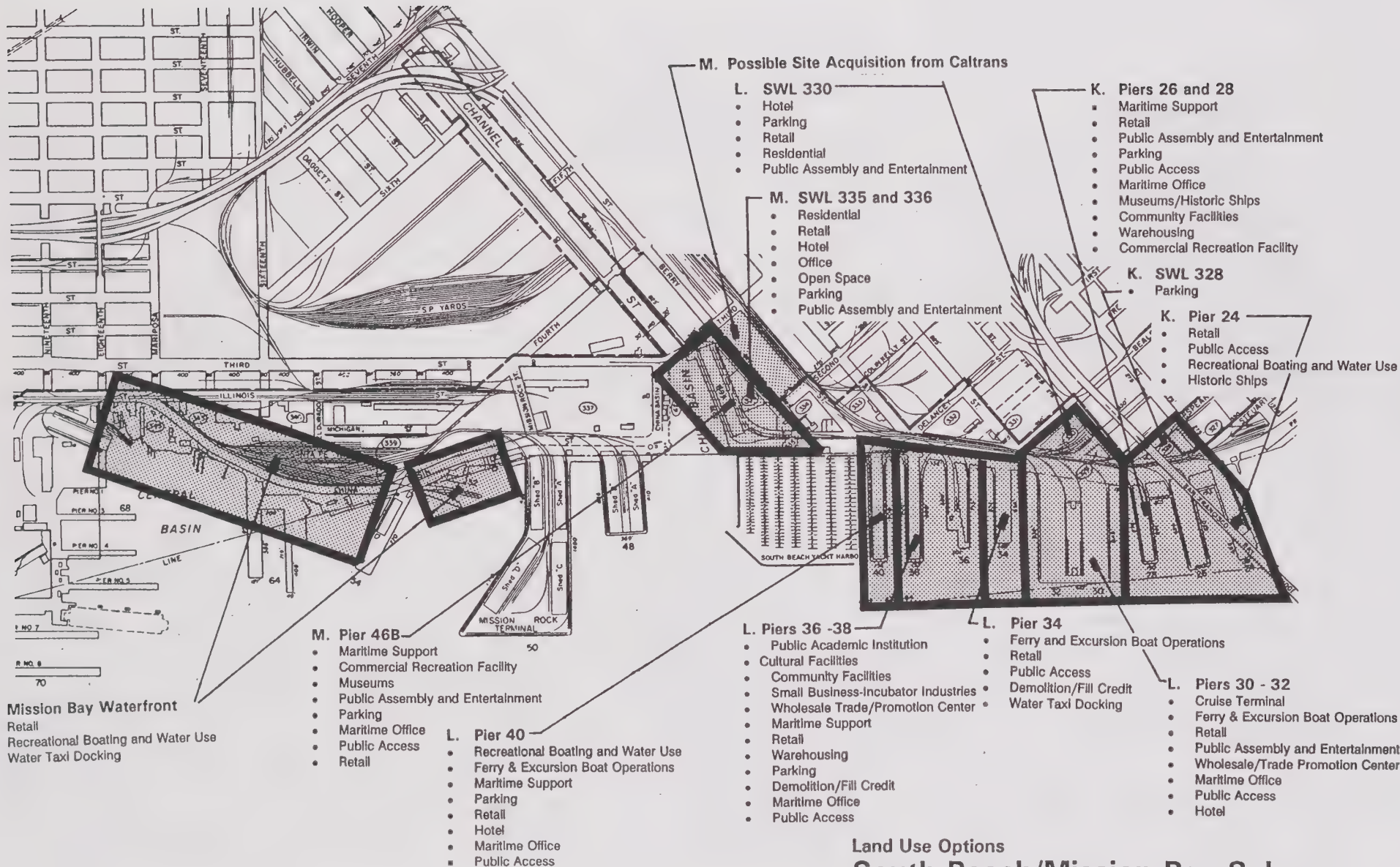
- Ferry and Excursion Boat Operations
- Maritime Office
- Retail
- Public Academic Institutions
- Public Assembly and Entertainment
- Hotel/Boatel
- Commercial Recreation Facility
- Public Access
- Parking
- Museums
- Office (in bulkhead buildings only)



Land Use Options

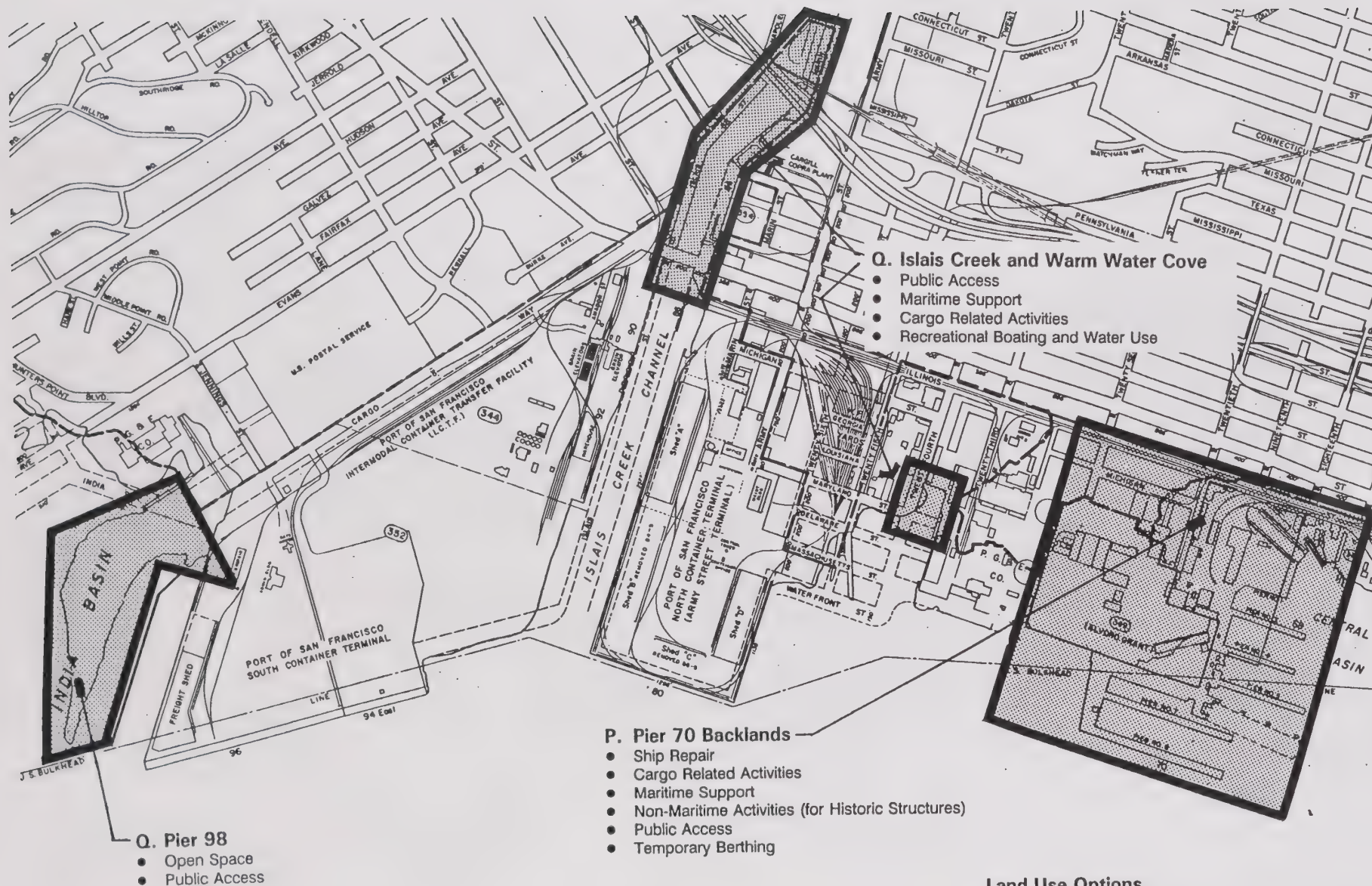
Ferry Building Subarea

October 1, 1993



Land Use Options South Beach/Mission Bay Subarea

October 1, 1993



maritime uses to pay for those type of facilities. Another issue discussed in *Options for Change* is the appropriateness of permitting non-Port priority uses on an interim basis on lands reserved for Port-priority use in the Seaport Plan. Given the uncertain time frame for possible expansion of the Port's container facility, the Port's objective is to ensure that public trust resources are used efficiently. Other Port objectives for the Southern Waterfront that are important to the Phase II planning process are those related to improving public access at Pier 98, Islais Creek and Warm Water Cove.

In addition to the subarea maps provided with this summary, *Options for Change* provides detailed information for each of the land use options. It is important to note that the uses listed are options for consideration at various locations, not proposals for development. For example, a number of sites are identified as possible locations for a cruise terminal, excursion boat terminal, or a hotel, but it is not anticipated that those uses would be developed at all of those locations.

The purpose of identifying a range of land uses at appropriate locations is to provide flexibility in the long-term use and development of Port property. The land use options represent different possibilities for each opportunity site, most of which could be used for a variety of purposes that are compatible with the surroundings. This flexibility, which is critical in order to allow the Port to respond to fluctuations in real estate and financial markets and other changes that affect property management decisions, has been lacking in past planning efforts. The result has been a lack of proactive change on the waterfront. Flexibility with respect to the land use mix for Port sites does not mean that the Port expects a free hand to build without regard for design standards or environmental impacts. *Options for Change* includes land use guidelines that define parameters for appropriate use. Public review of the options will lead to further refinement of those guidelines.

Options for Change includes general financial information about various land uses to identify revenue generators as well as uses that will likely require financial assistance. Another report will be published at the end of October, providing a more in-depth financial and fiscal impacts analysis of various alternative development scenarios so that the Port and public will know the financial implication of the various land use options.

The Port invites all interested citizens to comment on *Options for Change*. The *Options for Change* is intended to elicit responses regarding non-water-dependent land uses for Port property, prior to drafting the Waterfront Plan which will provide for all appropriate waterfront uses.

From October through the end of the year, the Advisory Board will hold public meetings to receive public comments on the *Options for Change*. Meetings also will be scheduled with civic and community organizations. The draft Waterfront Plan is expected to be produced in early 1994, and will then be evaluated in an Environmental Impact Report before it can be considered for adoption by the Port and City Planning Commissions.

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Introduction

San Francisco is world renowned for the natural beauty of its waterfront. Waterfront activities have played a key role in the City's development into a major urban center. In the 25 years that the Port has been under local control, planning for the management of these precious lands has engaged the hearts and active participation of San Franciscans.

Nevertheless, most observers acknowledge that Port property could be better used to serve the needs of maritime industries, as well as the citizens of San Francisco and visitors. The Port's location, scenic views, and diversity of adjacent neighborhoods and business districts provide a wide variety of opportunities for waterfront improvements. The waterfront's deteriorating facilities have been more fully exposed to the public since the 1989 Loma Prieta earthquake led to demolition of the Embarcadero Freeway and caused considerable damage to Port property. As a result, there has been a growing public desire to see positive change along the shoreline and to reunite the City with its waterfront.

In fact, the waterfront renaissance already has begun. The City has started construction of the Waterfront Transportation Projects which include new roadway, public transit, public art and pedestrian improvements north and south of the Ferry Building. Planning is underway on transportation improvements for the mid-Embarcadero roadway section in front of the Ferry Building. When complete, the improvements will provide an attractive and uniform transportation system from Fisherman's Wharf to Mission Bay.

In addition, three large-scale land planning efforts that will transform major sections of the waterfront have been recently completed or are underway. First, in 1991, the City approved the *Mission Bay Plan*, under which a 300+ acre industrial area will be converted over 20 years to a new mixed-use neighborhood, containing 8,500 housing units, office, retail and light industrial uses, and 63 acres of open space. The *Mission Bay Plan* includes waterfront open space on Port land, including an 11 acre wetland. Second, under the direction of the U.S. National Park Service, the conversion of the Presidio Army base to civilian and public use is the focus of a community planning process for the northern shoreline of San Francisco. Finally, the City is stepping up its public planning efforts to produce a land use and development plan that will convert the Hunters Point Naval Shipyard to activities that serve the local community and the City.

Change is also underway at the Port of San Francisco. In 1991, the Port began a comprehensive land use planning effort for the 7½ miles of waterfront property under Port jurisdiction that extends from Hyde Street Pier to India Basin. When complete, the Waterfront Plan will provide a land use blueprint to meet a number of the goals of the Port's *Strategic Plan*, adopted in 1990, by identifying appropriate locations for maritime and non-maritime activities along the waterfront. The Waterfront Plan also will respond to Proposition H, passed by the San Francisco voters in November 1990, which prohibited waterside hotels on Port property and placed a moratorium on major new non-maritime development on the Port's waterside property until a land use plan is completed.

The Waterfront Plan Advisory Board

In May 1991, the Port Commission created the 27-member Waterfront Plan Advisory Board (Advisory Board) to ensure maximum citizen participation in the waterfront planning process.

The Advisory Board will recommend a Waterfront Plan to be reviewed and considered for adoption by the Port Commission. The Advisory Board members, appointed by the Mayor, Board of Supervisors and Port Commission, include representatives from maritime industries, labor, Port tenants, neighborhoods, environmental and other city-wide organizations and interest groups.

The Advisory Board has been holding public meetings, twice per month, for approximately two years. During this time, the Advisory Board has become well-versed in the diverse array of waterfront activities and operations as well as the complex legal, regulatory, financial and environmental factors that influence Port activities and operations.

Phase I -- Planning for Water-Dependent Activities

In October 1992, the Advisory Board completed Phase I of the Waterfront Plan project, which determined the land use needs of water-dependent activities that are, or could be, operating at the Port of San Francisco. Water-dependent activities include cargo shipping, ship repair, passenger cruises, excursion boats and ferries, recreational boating and water use, historic ships, fishing, and temporary and ceremonial berthing. It is intended that the land reserved for these purposes also could be used for activities necessary to support the water-dependent activities (e.g. cargo warehousing, chandleries, equipment repair and storage). The needs of water-dependent activities were determined following intensive, industry-by-industry evaluations and public workshops with industry experts.

At the end of Phase I, the Advisory Board's preliminary recommendation was that 21 piers should be permanently reserved for long-term, water-dependent activities and their future expansion, with 11 additional piers tentatively reserved for that purpose pending the completion of Phase II of the planning process.

Alternatively, the Advisory Board determined that seven piers would not be required for water-dependent activities. Of those, two piers have been condemned (Piers 24, 34), and the remainder will require substantial and costly improvements before they can support new uses.

A map indicating Phase I sites reserved for water-dependent activities is presented on the following page, and a further description of Phase I results is presented in Appendix A.



Phase II - Planning for Non-Water-Dependent Activities

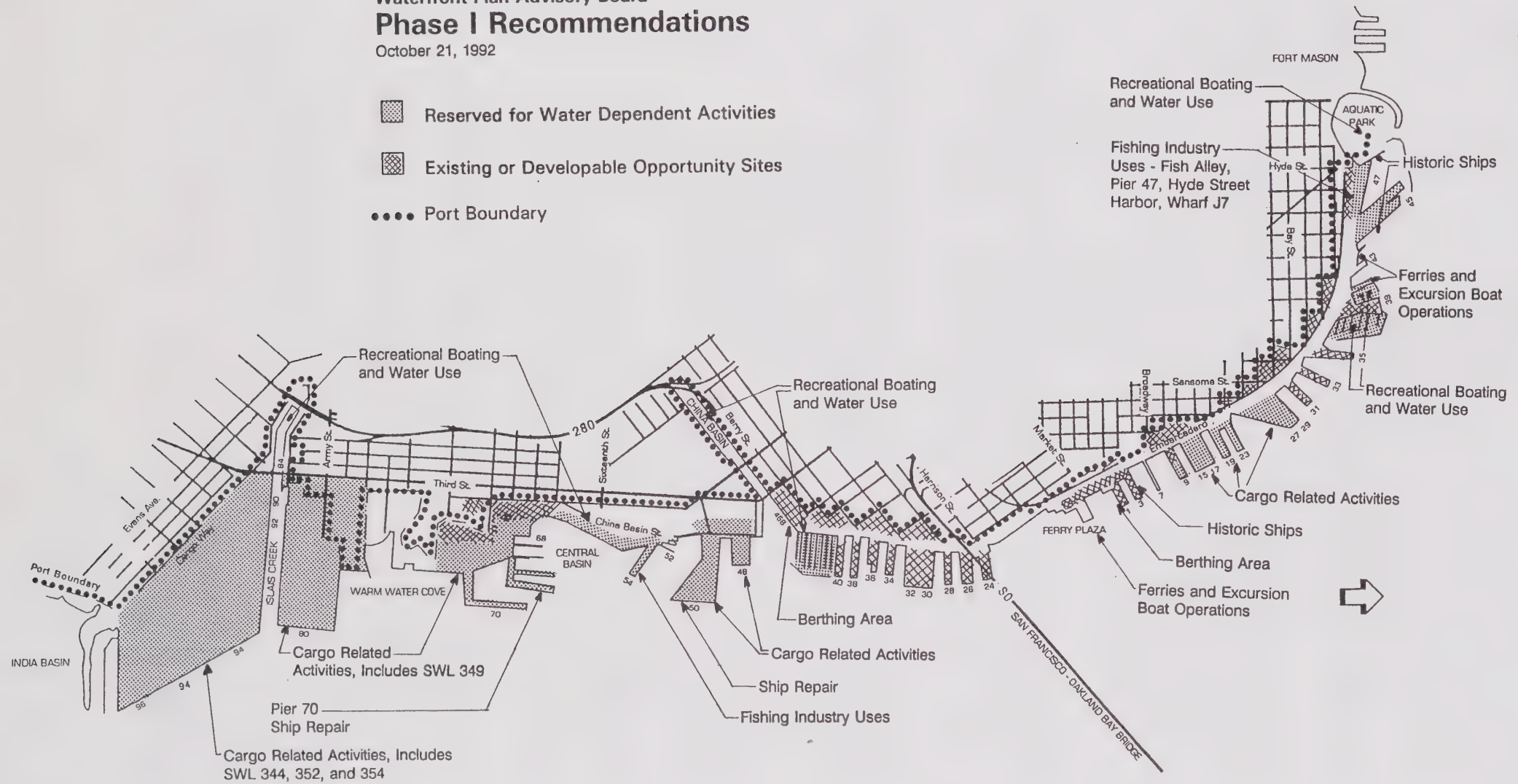
After giving priority to water-dependent activities in Phase I, the Advisory Board began Phase II of the planning process. Phase II was designed to identify possible activities for Port property that are not necessarily water-dependent. Examples of non-water dependent activities discussed by the Advisory Board include public access, open space, commercial mixed-use development, museums, residential uses, hotels, warehousing and many other uses and activities that do not depend on access to water in order to function.

During Phase II, the Advisory Board held numerous public workshops and meetings over several months to receive input from citizens, real estate and design professionals and experts in transportation, historic preservation and other relevant disciplines to discuss the feasibility and desirability of new waterfront activities, public access and open space. Based on the information received during these meetings and workshops, the Advisory Board developed draft goals and

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policies that will help the Advisory Board evaluate the mix of land uses they ultimately will recommend for the waterfront. The Draft Goals and Policies are presented in Appendix B.

In the process of examining the waterfront, it became clear to the Advisory Board that the planning process could be simplified by breaking the waterfront into five unique subareas:

Fisherman's Wharf Subarea (Hyde Street Pier - Pier 39)
Northeast Waterfront Subarea (Piers 35 - 7)
Ferry Building Subarea (Pier 5 - Pier 22 1/2)
South Beach/Mission Bay Subarea (Pier 24 - 66)
Southern Waterfront Subarea (Pier 70 - Pier 98)

A series of meetings was held, focusing on these subareas and identifying the interrelationship of waterfront activities with the activities that occur on adjacent, non-Port properties. Issues and opportunities specific to the subareas were identified and some additional objectives added. The subarea "opportunity sites" identified in this process form the basis for this report.

At the same time, the firm of Economics and Planning Systems (EPS) was hired to analyze the financial and economic impacts of the mix of land uses that the Advisory Board will be considering for the waterfront. EPS has produced a computer model that will provide a general overview of potential land revenues and indirect economic benefits of select land use scenarios.

The model will be retained at the Port and Port staff will be trained by EPS to operate the model, thereby allowing the Port to independently study the impacts of different land use scenarios and decisions on an ongoing basis. EPS' financial and economic analysis of waterfront land uses will be summarized in a separate report that should be available to the Advisory Board and the public at the end of October 1993.

The Options for Change Report

This report, *Options for Change*, outlines various land use options for Port property that have been developed based on input received from the public and Advisory Board members during Phase II. The intent of *Options for Change* is to:

- focus public comment and debate during Phase II on land use options primarily for non-water-dependent activities, for Port properties not reserved in Phase I for water-dependent activities.
- raise important policy issues associated with these land use options that should be addressed in order for the Advisory Board to recommend a Draft Waterfront Plan.

The Public Review and Comment Process

In October and November, Port staff and the Advisory Board will hold public hearings and community meetings to solicit comments on this report. Based on comments received, Port staff and the Advisory Board will refine land use options and incorporate them into the Draft Waterfront Plan. The Draft Plan will integrate proposed Phase II non-water-dependent activities and Phase I water-dependent activities in a comprehensive land use plan that should be completed in early 1994.

Port Development History, Regulatory Context and Financial Status

It is difficult to consider the options presented without first examining the historical, regulatory and financial context for Port land development. An understanding of past planning and development efforts is the foundation that any new plan for the waterfront must build upon. Port lands are also subject to a wide range of regulatory "hurdles" which make the planning and development process more complex. Additionally, the financial status of the Port and its future prospects must be included in the final analysis of all planning options.

Port Development History

From 1863 until 1968, the use and development of the Port of San Francisco was controlled by the State of California. A State Board of Harbor Commissioners ("State Board"), exempt from local control and backed by the vast financial resources of the State, guided the Port from infancy to its height of maritime activity during World War II. During the post-war years, however, demand for the type of Port facilities offered in San Francisco began to decline.

The completion of the Golden Gate and Bay Bridges in the late 1930s had already led to a dramatic reduction of the once thriving ferry boat industry, rendering numerous finger piers obsolete. Technological innovations in the shipping industry, particularly the shift from break-bulk cargo to containerized cargo, further reduced demand for Port facilities. The rise of foreign competition in shipbuilding and ship repair dealt another blow to maritime activity at the Port. With the decline in these prime industries, maritime support activities also declined.

The State Board, perhaps grown complacent in its role as overseer of the premier West Coast shipping port, was slow to respond to the winds of change. While San Francisco looked on, the Port of Oakland converted its mud flats to modern container terminals with the aid of federal grants. By 1965, the Port of Oakland's total tonnage receipts equaled that of San Francisco. Public investment in the Ports of Los Angeles and Seattle resulted in further challenges to the market share of Bay Area ports.

The State's plans for redevelopment of the northeastern waterfront were, in hindsight, equally out of step with local needs in several areas:

- The State Harbor Commission rejected surface level transportation improvements to the Embarcadero due to concern over traffic interference with now defunct, break-bulk shipping piers. The elevated Embarcadero Freeway was constructed instead.
- A plan generated by the State's World Trade Center Authority and endorsed by the Governor called for construction of a 7-story building between Pier 1 and the Ferry Building, with a 30 story tower planned to replace the Ferry Building.
- State Harbor Commissioner Cyril Magnin's 1959 plan for an "Embarcadero City" envisioned converting the Port's property north of the Ferry Building to non-maritime uses in high-rise structures on massive amounts of new Bay fill.

In 1968, the State Legislature approved the *Burton Act*, which transferred control of the Port of San Francisco to a local Port Commission, and San Francisco voters endorsed the concept by approving necessary City Charter amendments. Although locally controlled, the Port holds this

land in public trust for the people of the State of California. However, again in hindsight, the change in leadership did not prevent missteps in both maritime and non-maritime development efforts.

In order to gain control of the Port, the City agreed to assume responsibility for \$55 million in outstanding State general obligation bonds, and to invest \$50 million for harbor improvements over ten years, with an additional \$50 million investment over 25 years. Because the Port was to be (and still is) financially self-sustaining, extensive new commercial development was expected to generate revenue to support that level of investment. To this end, the Port proposed development of a 50-story U.S. Steel office building and cruise terminal on fill between the Ferry Building and the Bay Bridge, along with other major development proposals. At the same time, \$20 million in bonds were sold to finance the first LASH (lighter aboard ship) terminal on the West Coast at Pier 94 and improvements to break-bulk piers. These ventures failed, causing additional problems for the Port:

- LASH technology proved an ineffective competitor against containerization.
- Meanwhile, investment in break-bulk piers kept some of those facilities intact, but yielded little return on investment.
- As a result, the percentage of operating revenue devoted to debt service grew from 36% to 51% further hindering the Port's attempts to modernize.

Although the Port did raise the capital to convert the LASH terminal and develop container terminals on the Southern Waterfront, additional capital is required today to achieve full use of these facilities.

With respect to the Port's non-maritime development plans, opposition coalesced around the U.S. Steel Building proposal. In the spirit of the 70s, protest marches were staged on the Embarcadero, led by then Supervisors Dianne Feinstein and Roger Boas. In response, the City Planning Commission adopted the *Northern Waterfront Plan* and a 40-foot height limit was imposed on most Port property north of the Ferry Building. While the City was still engaged in a raging debate over the height limits to the south, the State Attorney General's Office dealt the fatal blow to the U.S. Steel proposal.

The Attorney General's office issued an opinion interpreting the then recently enacted *McAteer-Petris Act* (1969), which created the San Francisco Bay Conservation and Development Commission (BCDC), to control excessive filling of San Francisco Bay. In a published opinion in October 1970, the State ruled that BCDC did not have authority to approve bay fill for non-water oriented uses (e.g. office) even if an equal amount of existing fill was removed. As a result, the Port's plans for the U.S. Steel Building and an even-more advanced project, Ferry Port Plaza at Piers 1, 3 and 5, never left the drawing board.

The State responded to local concern over the Port's major development proposals, and the Port's inability to achieve that level of development under the State's new BCDC legislation, by reducing the Port's investment obligations from \$100 million to \$25 million. This solution did not address the problem that more investment was probably necessary to fully modernize the Port. Ironically, today the Port's Capital Plan identifies a need for \$127 million in new investment, however over \$100 million remains unfunded.

This history of misinformed development expectations being squashed by regulatory revelations has been repeated several times in the Port's history:

- A 1987 proposal for residential condominiums on Pier 45 was ruled an invalid public trust use.
- Although BCDC had approved office use on Piers 1 and 3 in the *Special Area Plan*, a 1986 informal Attorney General's Opinion ruled that substantial structural reinforcement of a pier (work necessary for any significant new development of a pier and, increasingly, for ongoing maintenance of existing facilities) was new bay fill and, therefore, the new use must be water-oriented, precluding the office development.
- In 1988, a proposal for an office and health club development on Seawall Lot (SWL) 321 failed, because the State Lands Commission, which has public trust jurisdiction over Port property, ruled private health clubs impermissible under the public trust, and set stringent standards to ensure that office developments were primarily for maritime-related uses.
- Most recently, a proposal for a Sailing Center with a hotel on Piers 24 and 26, although permitted by BCDC and State Lands regulations, was defeated by San Francisco voters' passage of Proposition H in 1990, due to concern over the lack of comprehensive waterfront planning and a fear of a proliferation of waterfront hotels.

The point of recounting this history is not to assign blame, but to avoid the wasted resources and lost opportunities associated with repeating history. By undertaking a comprehensive waterfront planning process for all Port property, under the guidance of the broad-based Advisory Board and with continued participation and input from the Department of City Planning, other City agencies and BCDC, the Port intends to forge a consensus for the beneficial use of the property entrusted to its care. Above all, the Port and the Advisory Board are committed to achieving a balanced and implementable Waterfront Plan that successfully integrates maritime and non-maritime activities on Port property.

Waterfront Land Use Planning and the Regulatory Environment

In the 25 years since the Port was transferred to local control, a number of plans for the San Francisco waterfront were adopted by both the City and BCDC. Each past planning effort represented a reasoned and well-intentioned effort to address the needs of the Port in a manner consistent with overall City and regional objectives for the San Francisco waterfront. Some of the policies embodied in past plans have been accomplished or are well underway:

- the demolition of the Embarcadero freeway
- construction of waterfront transportation improvements on the Embarcadero
- replacement of dilapidated piers with the Promenade between Folsom and Mission Streets
- construction of the Pier 7 recreation and fishing pier
- renovation of the historic Roundhouse building on the northeastern waterfront
- implementation of the South Beach-Rincon Hill Redevelopment Plan

Notably absent from this list, however, are commercial projects implementing plan policies for the economic reuse of Port finger piers. Thus, the Port has not had access to the economic resources anticipated when the property was transferred to local control.

Twelve years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. Although many elements of the existing plans, policies, regulations and financial objectives are worthy of retention, a new approach is required to reverse the trend of continuing deterioration of Port property and to revive the debilitated state of Port finances (discussed more fully, beginning page 13). That these conditions prevail at the boundary of some of San Francisco's most distinctive and vital districts indicates that the Port and the Advisory Board must provide the impetus for change.

Often, problems implementing plan policies for reuse of Port piers have not arisen from the plans themselves. Indeed, the objectives of the plans, to provide environmental protection and ensure public benefits from invaluable waterfront resources, are well-founded and respected. Rather, the plans did not anticipate subsequent and increasingly restrictive interpretations of the regulations affecting Port land use under the public trust doctrine and BCDC enabling legislation.

The Advisory Board and the Port are committed to the seemingly monumental task of examining the prospects for the Port's future from a fresh perspective. A consensus has emerged on the Advisory Board to reconsider existing policies and regulations governing waterfront development and urge amendments, if necessary, to ensure the financial viability of the Port, so that it can meet public goals such as support of maritime activities and improved waterfront access. *Options for Change* therefore includes land use options that would be permitted under existing regulations, as well as those that would require new interpretations of, or changes to, those regulations.

State and Local Agencies With Jurisdiction Over The Port

Planning and regulatory control over activities on Port property is exercised by literally dozens of governmental agencies. In addition to the Port Commission, there are four bodies which exercise considerable control over Port land use planning and development issues:

- State Lands Commission
- Bay Conservation and Development Commission
- San Francisco Board of Supervisors
- City Planning Commission

The function and authority of these four governmental bodies is summarized briefly below:

California State Lands Commission

The California State Lands Commission has jurisdiction over the lands granted in trust to the Port of San Francisco. The State Lands Commission monitors Port activities and projects to ensure they comply with the intent of the public trust doctrines to promote "fisheries, commerce, navigation, recreation and open space" uses on Port property.

The State Lands Commission assesses a project's physical development program, economic assumptions and business offering to ensure that the use is consistent with the public trust.

In the past, the Commission has determined that several uses are not consistent with the public trust, including housing and certain commercial uses (e.g. non-maritime office space, private health clubs, etc.).

Under the *Burton Act* and public trust doctrine, Port property may be found to be surplus to the needs of trust uses, and developed for other purposes consistent with the public interest, provided that revenue from that development must be used for trust purposes. In addition, land may be freed from the trust if it is exchanged with other non-trust land of equivalent or greater value to the trust.

Bay Conservation and Development Commission (BCDC)

BCDC is a regional agency established by the California Legislature to ensure that the San Francisco Bay is adequately protected from inappropriate development and to promote public access to the Bay. BCDC has the authority to permit or deny any project in or over the water, or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. Most Port property falls within BCDC jurisdiction.

Of primary concern to BCDC is the placement of "fill" in the Bay to support appropriate development. The agency establishes very strict standards for determining appropriate uses for the placement of fill, only allowing the placement of fill:

- if necessary for the public health, safety or welfare
- for water-oriented uses, such as water-dependent industry, water-oriented recreation, public assembly, etc.
- to improve shoreline appearance and public access

BCDC defines fill as the placement of any material in or over the water surface. Based on an informal opinion of the Attorney General, "fill" includes not only the placement of new piles or pile-supported structures, but any improvement or repair to existing piles or pile-supported structures that extends the useful life of the structure (i.e. non-minor repairs).

This interpretation has far-reaching implications for the Port, because only water-oriented uses are permitted on fill. Thus, for example, any substantial seismic retrofitting of existing piers or pile-supported structures could trigger the displacement of existing uses if they do not meet the "water-oriented" test. (BCDC staff, recognizing that this issue requires further consideration, has included a review of the "fill" definition in its work plan for the fiscal year). What constitutes "fill" also is an important consideration with respect to BCDC regulation of dredging.

BCDC's second primary concern is that projects which are located on or adjacent to the water, provide for maximum feasible public access to the Bay. BCDC applies exacting control over site planning to ensure that public spaces, amenities, view corridors and publicly-accessible activities are maximized, and consistent with the scale, density and intensity of the project.

BCDC's planning and land-use control guidelines are embodied in several key documents which apply to the Port of San Francisco:

Regulatory Context

- The *San Francisco Bay Plan* ("*Bay Plan*") is BCDC's general regional policy for use and development of the Bay shoreline. The *Bay Plan* identifies priority and non-priority uses for areas within BCDC jurisdiction. Priority uses include: ports, water-related industry, airports, wildlife refuges, and water-related recreation (e.g., marinas, boat launching lanes, fishing piers), places of public assembly where people have direct and enjoyable Bay access, shoreline parks, and such water-oriented commercial recreation as restaurants, specialty shops, theaters, and amusements. The *Bay Plan* also sets forth policies and criteria governing filling and dredging in the Bay.
- The *Bay Area Seaport Plan* ("*Seaport Plan*"), prepared in conjunction with the Metropolitan Transportation Commission, is BCDC's overall policy for the long-term growth and development of the Bay Area's six seaports, including the Port of San Francisco.

In San Francisco, the *Seaport Plan* identified several long-term and near-term marine terminal locations, and identifies the Port property from Pier 48 to Pier 96, as a "Port Priority Use Area" that must be maintained for port terminal development to satisfy future regional needs.

BCDC currently is undertaking a review of the *Seaport Plan*. In light of the extensive military base closures in the region, the potential supply of land for near-term marine terminal development is vastly expanded. As a result, the Port intends to ask BCDC to consider whether some Port property restricted to Port priority uses could be leased for other purposes on a short to medium-term basis depending upon the anticipated time frame for terminal development.

- The *San Francisco Waterfront Special Area Plan* ("*Special Area Plan*") is a 1975 amendment to the *Bay Plan*. It contains location-specific recommendations for future land uses, both in text and map form, for most of the waterfront from Aquatic Park to India Basin. Also included are the conditions under which certain kinds of uses may be allowed, and identification of whether or not the uses may be placed on new or replacement fill in the Bay. In the *Special Area Plan*, uses are quantified and allocated to specific piers.
- The *San Francisco Waterfront Total Design Plan* is an even more detailed series of specific design recommendations for the development of Piers 7-24.

San Francisco Board of Supervisors

The San Francisco Charter provides that the Board of Supervisors has legislative authority to adopt zoning ordinances (in conjunction with action by the City Planning Commission) and to hear appeals on conditional use authorizations issued by the City Planning Commission. In addition, the Board has fiscal review authority over Port leases that exceed ten years or \$1 million dollars in revenue.

San Francisco City Planning Commission

The San Francisco City Planning Commission is responsible for preparing the City's *Master Plan*, and must approve City *Planning Code* and *Zoning Map* provisions. The Planning Commission has a specific and significant responsibility in reviewing and approving mixed-use Port development projects that include non-maritime uses because they require conditional use authorization. The Planning Commission would not likely become involved in a marine terminal project, however, because such a maritime use is permitted under existing zoning.

In certifying and approving projects, the Planning Commission has broad discretionary authority to ensure that projects meet the highest standards in the public's interest. Historically, the Planning Commission has used its authority to require strong environmental mitigation measures and design standards as conditions of permit approval. The Planning Commission is also responsible for ensuring that related development objectives, such as providing quality urban design, promotion of public art or preservation of landmarks are adequately addressed.

In giving approval to plans and projects, the Planning Commission consults the *Planning Code*, which sets forth specific standards for the physical characteristics of development, and the applicable elements of the City's *Master Plan* which identify policies and objectives for the development of the City. The waterfront is governed by three specific elements of the *Master Plan*, each of which sets long-range development patterns:

- *Northeastern Waterfront Plan* (Aquatic Park - Pier 46)
- *Central Waterfront Plan* (China Basin - Islais Creek)
- *South Bayshore Plan* (Islais Creek, south, beyond Hunter's Point)

Port property may also be affected by the *Downtown Plan*, *Urban Design*, *Transportation and Open Space Elements* of the *Master Plan*.

The City Planning Commission also has responsibility for certifying the adequacy and accuracy of environmental impact reports for Port projects.

Land Use Regulations

The laws that regulate land uses on Port property are summarized in the chart on the following page. The impact of these regulations on specific land uses are further discussed under "General Issues Associated with Waterfront Land Uses."

Although there may appear to be a number of uses that could be developed on Port property, many permitted uses do not generate sufficient income to justify the high cost of waterfront development, which often includes major seismic upgrades of dilapidated piers. Uses with the greatest revenue potential, e.g. residential, hotels, and office space, are also often the most heavily regulated. As part of the Phase II planning process, financial profiles of these various uses are being developed to help the Advisory Board and the public better understand how economic factors affect land use options.

Land Uses Permitted Under Waterfront Regulations

Land Uses	Seawall Lots ¹		Existing Piers				Substantially Rehabilitated Piers/or New Fill			
	Public Trust	City PIng.	Public Trust	BCDC ²	City PIng.	Prop. H	Public Trust	BCDC	City PIng.	Prop. H
Water Dependent Uses and Open Space	OK	OK	OK	OK	OK	OK	OK	OK	OK	OK
Non-Maritime Industrial	Incidental Temporary	Cond. Use Limited	Incidental Temporary	No	Cond. Use Limited	Plan Required	Incidental Temporary	No	Cond. Use Limited	Plan Required
Non-Maritime Office	Incidental Temporary	Cond. Use Limited ³	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	No	Cond. Use Limited	Plan Required
Maritime Office	OK	OK	OK	OK	OK	OK	OK	No	OK	OK
General Retail ⁵	Incidental Temporary	Cond. Use Limited	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	No	Cond. Use Limited	Plan Required
Bay Oriented Retail and Public Assembly	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	Maybe OK if less than 1/2 Pier ⁴	Cond. Use Limited	Plan Required
Hotels	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	No	OK	Maybe OK if less than 1/2 Pier ⁴	Cond. Use Limited	No
Residential	No	Cond. Use Limited	No	Limited	Cond. Use Limited	Plan Required	No	No	Cond. Use Limited	Plan Required
Parking	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	Limited	Cond. Use Limited	Plan Required

1) Although BCDC does not have jurisdiction over Port seawall lots because they lie more than 100 feet from the Bay shoreline, the Seaport Plan recommends preservation of a substantial portion of the Port's upland property for Port-priority uses. Other BCDC plans contain recommendations for use of seawall lots.

2) Proposition H applies within areas of the Port that coincide with BCDC jurisdiction.

3) Conditional Use requires authorization from the City Planning Commission. Limited means that area plans limit uses to specific sites.

4) There are significant caveats regarding development of Bay-oriented commercial recreation uses (i.e. retail, public assembly) on substantially rehabilitated piers. Commercial recreation and public assembly uses are not permitted on new fill on Port property.

5) General retail would include department stores, supermarket, etc. Bay oriented retail refers to retail services intended for people using the waterfront, such as restaurants, gift shops, specialty stores, etc.

Financial Status of the Port

The Port of San Francisco is a publicly-owned business that exists to promote commerce (e.g. business development and job creation), navigation, fisheries, recreational opportunities and the preservation of natural resources on public trust lands. This important mandate can only be realized if the Port can generate sufficient funds to maintain and improve its waterfront facilities and properties. The Port is a self-supporting, enterprise department of the City and, unlike many of its competitor Ports along the west coast and around the country, it does not receive funding from the City or the State. Rather, the Port's ability to fund Port operations, maintain Port property and provide waterfront improvements depends almost solely on its ability to generate revenues from activities on properties under its stewardship.

The Port's Operating Budget

The Port's 1993/94 budget, approved by the Mayor and the Board of Supervisors, is essentially a flat budget, showing little increase over previous budgets and leaving only a very small surplus for new programs, improved services and property maintenance and improvements.

Estimated revenues	\$36,995,700
Planned expenditures	<u>\$36,271,700</u>
Projected surplus	\$724,000

Unfortunately, this flat budget is part of a longer trend. Between 1984/85 and 1992/93, Port revenues increased only 3.5 %, while expenditures increased 12.2%. Revenues remained almost flat, despite the fact that in 1984 the Port sold and began investing \$42.5 million in new revenue bonds in its properties. Although the projects funded with revenue bonds were necessary, the Port experienced little or no return on this investment in terms of additional revenues generated for more improvements. Instead, the additional debt service costs for these bonds added approximately 15% to the Port's annual expenditure budget and eliminated any cushion that existed between revenues and expenses.

Because of the Port's flat revenue history, during the past several years the Port reduced controllable expenses (e.g. personnel, facilities maintenance, equipment, etc.) in order to hold the expenditure budget flat and achieve a balanced budget. These budget constraints have made it extremely difficult and, more often than not, impossible for the Port to add new programs, improve current services, or maintain its property, much less provide publicly-desired waterfront improvements.

Over the next five years, revenues will have to increase by \$5.8 million to support a modest 3% expenditure increase. Therefore, revenues must increase by more than \$1 million per year to fund normal, annual, required operating expense increases. If revenues do not keep pace, services and maintenance will decline.

The Port's Capital Plan

The Port's annual Operating Budget and Capital Plan are inextricably linked. The Operating Budget must cover daily operating costs and generate cash to fund capital and deferred maintenance requirements. Capital and maintenance requirements must be met to maintain and improve the revenue producing capacity of the Port's assets.

The Port faces a \$127 million Capital Plan burdened with non-revenue producing projects; a \$25 million backlog of deferred maintenance which continues to accumulate at approximately \$2.5 million per year; expected increases in dredging and environmental services; and increased demand for the Port to support many declining maritime industries through increased marketing and subsidies. In the Capital Plan, the Port already has committed \$23 million in capital funds for the highest priority projects, leaving a balance of over \$100 million in unfunded capital projects.

Funding sources for Port capital projects include revenue bonds, operating revenues, operating fund accumulated surplus, grants, and general obligation bonds.

- **Revenue Bonds** (bonds secured by a pledge of net operating revenues of the Port) - This is the Port's traditional method of financing capital projects. Revenue Bond financing amortizes project costs over the useful life of the project, matching cost and benefit. The Port currently does not have additional debt capacity.

In addition, Standard and Poor's recently downgraded the Port's bond rating from A- to BBB+ in response to Senate Bill (SB) 844, approved by the State Legislature on September 15, 1992. SB 844 authorizes the San Francisco Board of Supervisors, for a two year period, to transfer an amount equal to 25% of working capital or \$4 million, whichever is greater. Although the Port of San Francisco is legally protected from SB 844 based on a December 1992 City Attorney opinion, and received \$1 million back from the City that had already been transferred, Standard & Poor's remains concerned about the overall relationship of, and potential lack of financial independence between, seaports and local and state governments.

- **Operating Revenues** - The Port's annual budget includes only \$600,000 to \$700,000 in facilities maintenance projects and does not have the capacity to include capital projects without eliminating other essential operating items.
- **Operating Fund Accumulated Surplus** - Funds are added to surplus each year when actual revenues exceed actual expenditures. The Port currently has only \$2,293,000 in its operating surplus account available to fund capital projects.
- **Grants** - Although the Port has been very aggressive in recent years in obtaining grants, the availability of grant funds is limited and the Port often must compete with City and regional agencies for scarce funds. Grants also usually require at least 25% in matching funds. Although the Port continues to seek and obtain grant funds, they are not a reliable funding source for capital projects.
- **General Obligation Bonds** (bonds secured by the taxing authority of the City & County) - The Port has been exploring this alternative funding source with the City. The argument for the use of City tax support to fund Port projects is that the benefits of Port projects have a city-wide economic impact. On the other hand, there is long standing sentiment that the Port should be entirely self-supporting and there is little incentive to change this view because there are so many other City projects for which there are no funding alternatives.

None of the Port's funding sources is likely to yield significant new capital funds in the near future.

Reasons For The Port's Financial Decline

The Port's current financial status should not come as a surprise. Fifteen years ago, then Assembly Speaker Leo T. McCarthy, in a letter to the Members of the Assembly Local Government Committee in support of AB 2592, stated that the "terms of the Port's transfer from State to City ownership were inequitable and financially unsound." Assemblyman McCarthy was the sponsor of legislation that would have required the State to reassume financial responsibility for \$31 million in outstanding State issued general obligation bonds that the Port had been burdened with under the transfer legislation. The bill failed, and the problems identified in his letter were never addressed.

Assemblyman McCarthy pointed out that, "At the time of the transfer . . . , neither party conducted an economic analysis of the condition of the Port and the effect of the transfer." The conditions identified in 1978 that were predicted to lead to the Port's financial decline included:

- The property the Port received was in great disrepair. Twenty-three of the piers transferred were virtually unusable for maritime purposes because of their physical condition. The estimated cost of removing the unusable piers was between \$10 and \$20 million dollars (1978 dollars).
- Those piers which were structurally sound were only marginal in terms of productivity because the cargo shipping industry was turning towards containerization.
- The proceeds of the State bonds for which the Port had to assume debt service had already been spent for facilities which, in view of apparent changes in maritime technology, should not have been built at all.
- A prior State decision not to pursue federal grants during a critical period of Port development in the region exacerbated San Francisco's competitive disadvantage.
- The State was reluctant to develop modern facilities based upon speculation.
- Regulations imposed upon the Port preclude it from making certain maritime properties surplus, even though the costs of maintaining such properties might exceed the revenue that could be produced.
- In addition to assuming liability for the long-term debt, the State also required the Port to issue additional bonds, which placed a burden upon the Port which consigns it to a state of continuing economic stagnation.

To be fair, the State Lands Commission analysts, in opposing the 1978 legislation that would have relieved the Port of the preexisting State indebtedness, pointed out certain deficiencies in the Port's management of the property. Chief among these were complaints that the Port was ineffective in pursuing federal grant funds, and that long-term leases negotiated at Fisherman's Wharf were below market rent. The State suggested that the Port seek financial assistance from the City through an allocation of possessory interest tax, or a temporary increase in the sales tax. That type of relief is even less viable today than it was in 1978.

The Need For A New Revenue Strategy

It is clear from a review of the historical numbers and the backlog of capital and required maintenance projects that the Port has not been able to meet its revenue needs. The Port must generate additional revenue from its property to cover:

- \$2.5 million that is accumulating each year in deferred maintenance;
- new programs and significant increases expected in dredging and environmental projects; and
- capital projects and the deferred maintenance backlog.

The Port currently is developing a new financial strategy to aggressively control expenditures while seeking ways to enhance revenues from existing lines of business. A realistic Waterfront Plan that balances revenue producing and non-revenue producing projects and results in a positive cash flow to the Port will help the Port meet the economic challenges it faces and allow it to enter the next century as an economically viable public agency. The Advisory Board, recognizing the Port's financial needs and the economic benefits it brings to the City and the region, has decided to exercise its best efforts to develop a balanced and implementable Waterfront Plan that will allow the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the needs of San Francisco's maritime industries.

Land Use Options

The remainder of this report focuses on land use options for the Port's vacant or under-utilized sites that have not been reserved for water-dependent activities in Phase I of the planning process. These "Opportunity Sites" include piers and seawall lots, most of which are located north of China Basin Channel.

The Port owns a number of other sites that are already developed for non-water-dependent activities such as retail uses, restaurants and offices in the Fisherman's Wharf and foot of Telegraph Hill areas, and housing in South Beach. Because these sites do not appear to pose any major planning problems that warrant further evaluation at this time, they are not being considered here.

Description Of Approach

The land use options presented in this report were developed by Port staff following several months of public workshops and discussions that were held by the Waterfront Plan Advisory Board. In the course of those sessions, the Advisory Board solicited suggestions from the community regarding uses or development characteristics that are desirable for the waterfront. From those suggestions, the Advisory Board developed Draft Goals and Policies which, overall, argue for a flexible plan that will provide a mixed-use, attractive and accessible waterfront and allow the Port to regain its financial strength, over the next 20 years. The Draft Goals and Policies (which are presented in Appendix B) were used by Port staff to develop the land use options. Many of the goals for the Port have not significantly changed from those set forth in earlier waterfront plan documents.

The Advisory Board also held public meetings to discuss possible land uses for each of the five subareas discussed in this chapter. Those sessions provided further direction in the development of the land use options.

The site-specific land use options discussed in this report, were derived after considering broader policy issues that impact the Port and the City. For example, in addition to evaluating the local planning factors pertinent to each Opportunity Site, the planning analysis included a review of how best to integrate maritime and non-maritime activities, possible positive and negative impacts of locating uses on different sites, and a review of emerging land use trends on and adjacent to Port properties.

The Need for Flexibility

In the course of the public meetings, and in light of the Port's financial condition and the inability to know fully each Opportunity Site's future character, setting and condition, an important conclusion has emerged and is reflected in this report: the Waterfront Plan should be flexible. The Waterfront Plan should encourage a variety of appropriate uses to be located on Port properties that are currently under-utilized or are deteriorating. Such flexibility will allow the Port to more readily respond to ever-changing market conditions that will influence land use, management and development decisions.

"Flexibility" is not meant to imply that the Port would be able to single-handedly dictate the rules by which waterfront land use decisions are made. Clearly, the City Planning Commission, Bay Conservation and Development Commission and the State Lands Commission will continue

to review projects for compliance with their regulations. Instead, following approval of the Waterfront Plan, the Port would be able to consider a wider array of uses, predetermined to be acceptable to all parties. The objective of a flexible waterfront plan is to allow the Port to more effectively manage its property than in the past, within a framework of streamlined and coordinated land use policies, controls and processes. Implementation issues, including options for streamlining the entitlement process, are discussed in the final chapter of this report.

Organization Of Land Use Options Sections

The discussion of land use options which follows is organized into three major sections. It begins with two sections providing general information, followed by the third section which contains specific information for the five waterfront subareas. The two general areas address broad land use planning issues:

- **Comprehensive Planning Issues.** *Options for Change* primarily focuses on land uses for individual Opportunity Sites, a site-specific approach which is necessary to consider the land use options for individual Port piers and seawall lots. However, the Port and the Advisory Board also recognize that there are planning issues that must be considered on a more comprehensive level, to determine how land uses on individual sites will fit together. This discussion of land use options therefore begins with an overview of waterfront-wide planning issues -- transportation, open space and urban design.
- **General Issues Associated with Waterfront Land Uses.** This section defines land uses which appear throughout the rest of the report and describes general regulatory, land use and economic issues that are raised by these land uses, regardless of location.

The remaining section examines land use planning options and location-specific issues for the five subareas identified by the Advisory Board. Each subarea discussion is organized as follows:

- **General Discussion of Subarea.** Each subarea has distinct land use characteristics, existing conditions and adjacent uses which are described in the General Discussion of the Subarea.
- **Objectives for the Subarea.** General planning objectives have been developed for and applied to land use options for each subarea. These general objectives primarily are based on key Advisory Board Draft Goals and Policies listed in Appendix B. They are not, however, meant to be an exhaustive discussion of all possible objectives. Rather, they highlight key planning concerns that guided development of the "land use options" and "land use guidelines."
- **Aerial Map of Subarea.** This outlines the "Opportunity Sites" within the subarea.
- **Table of Subarea Properties.** This table summarizes current uses, zoning, and facility condition for the Opportunity Sites.
- **Opportunity Sites in the Subarea.** Each subarea contains distinct "Opportunity Sites" for non-water-dependent activities. They generally consist of one or more piers and/or seawall lots that, for planning purposes, are best considered together. Seawall lots (SWL) are sites owned by the Port that are located inland from the Bay shoreline.
- **Land Use Options.** This alphabetically lists "land use options" for each Opportunity Site that respond to the Objectives for the Subarea and could be appropriate for the site.

Included are land uses that have a planning rationale, but would require new interpretations of or modifications to existing land use regulations.

- **Land Use Options, Issues and Comment.** The land use options for each Opportunity Site are subject to general or site-specific issues which will have to be addressed before the Waterfront Plan can be prepared.
- **Possible Land Use Guidelines.** For each Opportunity Site, "Land Use Guidelines" are suggested as a tool for defining the circumstances under which a given land use would be acceptable.

Typically, the issues that have been considered in composing each set of Land Use Options include land uses in adjacent districts, transportation benefits and constraints, accessibility to open space, financial issues, urban design considerations such as views and historic resources, and compatibility with maritime and non-maritime activities. Site-specific issues and comments associated with land use options are presented in each subarea section; other general issues associated with the land use options are described in the section, "General Issues Associated with Waterfront Land Uses." Cross-references to the General Issues section are indicated with ♦ ♦.

The fact that certain land uses often appear as options for several Opportunity Sites does not necessarily mean that they are being advocated, or would ultimately be approved without restriction, for all Opportunity Sites for which they appear. Certain uses, for example excursion boat terminals, cruise terminal or hotels, are included as land use options for a greater number of sites than could ultimately be used for these purposes. Instead, the land uses are options that will be discussed and refined in public hearings and meetings over the next few months.

To facilitate this important review process, the Issues and Comments for each Land Use Option highlight regulatory, social, design, environmental, and/or financial factors that should be considered in order to finalize land uses for the Draft Waterfront Plan. The issues and comments are not intended to be exhaustive. Rather, this information is provided to help the Advisory Board and the public begin to focus on the advantages, disadvantages and tradeoffs associated with different land uses on different Port sites. More issues are certain to be raised, discussed and resolved during the public review process

The Land Use Guidelines address a wide variety of topics such as limits on building size; design features (e.g. terraced building heights that step down to a low scale next to the water); transportation mitigation measures; types of public access etc.). Used in tandem with the Land Use Options, Land Use Guidelines "fine-tune" the physical characteristics of land uses, and still allow for the flexibility that is sought for the Waterfront Plan. The Land Use Guidelines presented here also are not meant to be exhaustive. Rather, if this approach to fine tuning Land Use Options is acceptable to the Advisory Board, then Land Use Guidelines will be further developed during the review and comment period for this Report.

Comprehensive Planning Issues

This discussion addresses key planning issues that provide an overall context for waterfront land uses and establish parameters for coordinating existing and new development along the waterfront, as well as with the rest of the City. Three broad planning issues -- Transportation, Open Space and Public Access, and Urban Design -- are discussed below.

Transportation

Transportation circulation and access is a key planning issue that is as important as land use in guiding development along the waterfront. The transportation system serving the waterfront has undergone numerous and dramatic changes, including the roadway, transit and pedestrian improvements that are under construction today.

Historically, development along the San Francisco waterfront was made up of a more homogenous mix of maritime and industrial activities than today. In the northeastern waterfront, the Embarcadero served as the main roadway and freight rail arterial for the movement of goods. The construction of the Embarcadero Freeway in 1958 as part of the State highway system allowed the Embarcadero to continue largely as a service road for the maritime and industrial businesses, in spite of the eventual transformation of the northeastern waterfront to commercial and residential uses.

Today, a few of the Port's piers north of China Basin still support important water-dependent shipping activities and ancillary maritime services, but most industrial use has declined. In considering various transportation issues that will affect Port development, it is important to remember that the Embarcadero is a public trust asset under the Port's jurisdiction. As such, the Port has a duty to use that trust asset to promote public trust activities on Port property, chiefly by ensuring adequate access to and from those facilities.

To meet the new transportation needs of this area, a series of Waterfront Transportation Projects (WTP) are underway. The result of a 10-year planning process under the direction of the City's Chief Administrative Officer, the WTP includes roadway, public transit and pedestrian improvements that ultimately will extend the entire stretch of the Embarcadero, from Fisherman's Wharf to Mission Bay. When completed, the WTP will provide attractive and coordinated transportation improvements including new landscaping, public art and urban design enhancements, which will provide over three miles of continuous public access along the water's edge.

The WTP was originally approached as a single transportation planning effort that assumed the continued operation of the Embarcadero Freeway. In light of the demolition of the Freeway due to damage caused by the 1989 Loma Prieta earthquake, the design of the mid-section of the Embarcadero that ran underneath the Freeway is now being reexamined. The City is proceeding with construction of improvements originally planned for the north and south segments of the Embarcadero. A brief description of the improvements is presented below:

- South Embarcadero Segment: A four lane roadway extending from Folsom Street to the intersection of Third and King Street, with a MUNI Metro streetcar line running in the median going initially to the CalTrain station and eventually to Mission Bay. Construction of this segment is due to be completed in mid-1995.
- MUNI Metro Turnback Project: The MUNI Metro tracks will be extended from the Embarcadero station via a tunnel that will surface on the Embarcadero near Folsom Street. (Construction to be completed in mid-1996.)
- North Embarcadero Segment: A four lane roadway extending from Broadway to North Point Street, with a new MUNI F-Line historic street car line running in the median. Construction of the roadway and pedestrian improvements is due to be completed in mid-

1994. The F-Line loop through Fisherman's Wharf should begin construction in 1995.

- Mid-Embarcadero Segment: Five alternative roadway designs, all of which incorporate the MUNI Metro Turnback, are being analyzed in an Environmental Impact Report. Each of the alternatives is designed to connect to the north and south Embarcadero segments under construction.

Related to the mid-Embarcadero planning process is a study now underway to resolve how to replace the Terminal Separator Structure ("TSS"). The TSS is the freeway structure that connected the Bay Bridge to the Embarcadero Freeway prior to the Loma Prieta earthquake, and included a series of ramps providing access to San Francisco local streets. Like the Embarcadero Freeway, the TSS was demolished due to damage suffered from the earthquake. The City currently is evaluating alternatives to reconstructing the TSS, which are being coordinated with the mid-Embarcadero planning effort. The purpose of this alternatives analysis is to determine whether there are ways to restore the transportation access of the original structure with less infrastructure, and thus at lower cost. The Port's key concerns regarding a replacement alternative is the degree of regional access that would be provided to the waterfront, and the impacts, if any, on truck access to the Bay Bridge from the south.

To the extent that any of the TSS alternatives are feasible and implemented, there will be surplus public land just south of the downtown district that could be redeveloped. The land use planning for any surplus sites may have implications for Port land uses and will therefore be coordinated with the Waterfront Plan process.

The Port's maritime facilities in the southern waterfront rely heavily on truck access, mainly to and from Illinois and Third Streets, Cargo Way, and I-280 and U.S. 101. Easy access to the interstate highway system is vital to the Port's competitive position as a container shipping port. In addition, the Port is equally dependent on freight rail access, and the ability to have railcars transport double-stacked containers. Efforts currently are underway to modify two rail tunnels to accommodate double-stacked railcars.

Long-range planning efforts should further enhance rail and truck access to the southern waterfront, with particular emphasis on connections to I-280 and U.S. 101, and access to major rail lines in the East Bay.

The Advisory Board developed draft planning goals and policies for the Waterfront Plan, which include transportation access objectives. These are summarized below:

- Support improvements that integrate multiple modes of transportation to enhance safe access to the waterfront and meet the needs of a full range of users. The WTP improvements, when completed, will largely fulfill this goal in the northern half of the waterfront.
- Promote waterside transportation access by ferries, excursion and recreational boats, and water taxis, as well as by landside transportation improvements. The land use options provide broad opportunities for these types of improvements. However, the docks and ramps necessary to allow vessel access must meet federal Americans with Disabilities Act (ADA) requirements, which increase construction costs and will likely limit the number of locations where they can be provided.

- Promote transit connections along the waterfront. In furtherance of this goal, the Advisory Board made special note of the need to ensure that the option for direct transfer between transit service on the MUNI F-Line and MUNI Metro in the north and south Embarcadero segments be maintained, even if there is insufficient transit demand today to justify linking those lines.
- Maintain access necessary to serve maritime businesses, including those located on piers. The Advisory Board supports the retention of maritime uses in the northern half of the waterfront, although those operations rely on truck transportation and adequate truck access to the piers.

While two of the three remaining cargo facilities (Piers 15-17, 27-29) contain sufficient off-street truck loading space, truck access to the third facility, Pier 19-23, is restricted by the narrow width of the piers, resulting in conflicts with traffic flow.

However, the Port's concentration of maritime businesses is in the southern waterfront. The Advisory Board, in recommending this area for continued maritime use, also supports the transportation needs associated with those operations, such as adequate freight rail and truck access.

- Provide efficiently planned parking and loading facilities to serve Port activities. The Advisory Board recognizes the need to allow for parking on Port property. However, there is still debate on how best to meet this goal. In general, there is agreement that new and existing development should maximize opportunities for shared parking facilities between daytime, evening and weekend activities. To a large extent, the appropriate amount of parking will depend on the type and mix of land uses that are recommended in the Waterfront Plan.

Open Space and Public Access

Surrounded on three sides by the Pacific Ocean and the Bay, San Francisco is renown as a waterfront city. Whereas the western and most of the northern shoreline is primarily undeveloped and has been retained as open space, the eastern shoreline, which includes the Port's property, is a developed urban edge. In light of the historic industrial uses along this side of the City, there are fewer open space areas.

However, changing land use patterns over the last 20 years have created opportunities to transform significant stretches of Port property to open space and public access. Conversion of industrial areas to mixed residential and commercial use has resulted in major open space amenities that have been completed or are planned on some of the Port's seawall lots. This includes Rincon Point Park and South Beach Park, and the Mission Bay wetlands and open space along China Basin Street and China Basin Channel. Together, these projects constitute almost 30 acres of Port property recently dedicated to open space.

In addition, the Waterfront Transportation Projects currently under construction, include landscaping, pedestrian and public art improvements that ultimately will provide over three miles of continuous public access along the Embarcadero on Port property. This public works project is the largest amount of public access for which BCDC has ever issued a permit.

The Map on the following page shows existing and planned open spaces and public access on the Port waterfront. Together, these areas provide frequent and varied opportunities for public enjoyment of the waterfront from Mission Bay to Fisherman's Wharf. In the Southern Waterfront, industrial and maritime activities continue to dominate, thus limiting open space and public access opportunities. Most of these sites are addressed in greater detail in the five waterfront subarea discussions.

These open space and public access sites, when developed, will address most of the policies for the eastern shoreline contained in the Recreation and Open Space Element of the City's *Master Plan*. In addition, they will implement significant San Francisco segments of the regional Bay Trail, which when completed will extend around the perimeter of San Francisco Bay. In discussing open space and public access for the Port, perhaps the more relevant issue today is the quality of these improvements, rather than their number.

Many existing open spaces on Port property have not been improved to their full potential, which would maximize their public benefit. Efforts should therefore focus on how to improve the design and connect them to the Bay Trail, and finance the cost of those improvements. Unfortunately, City and Port resources are scarce. Although the Port is actively seeking state and federal grant funds to pay for public access projects (e.g. the Port recently secured \$500,000 for public access improvements to Pier 47A in Fisherman's Wharf), it is expected there will be fewer funding programs in the future.

One limited avenue for providing further improvements is through new development. New public access requirements will be required of any new development projects within BCDC jurisdiction. However, the type and extent of public amenities provided will depend on the amount of development permitted.

The draft open space and public access planning goals and policies developed by the Advisory Board are summarized below:

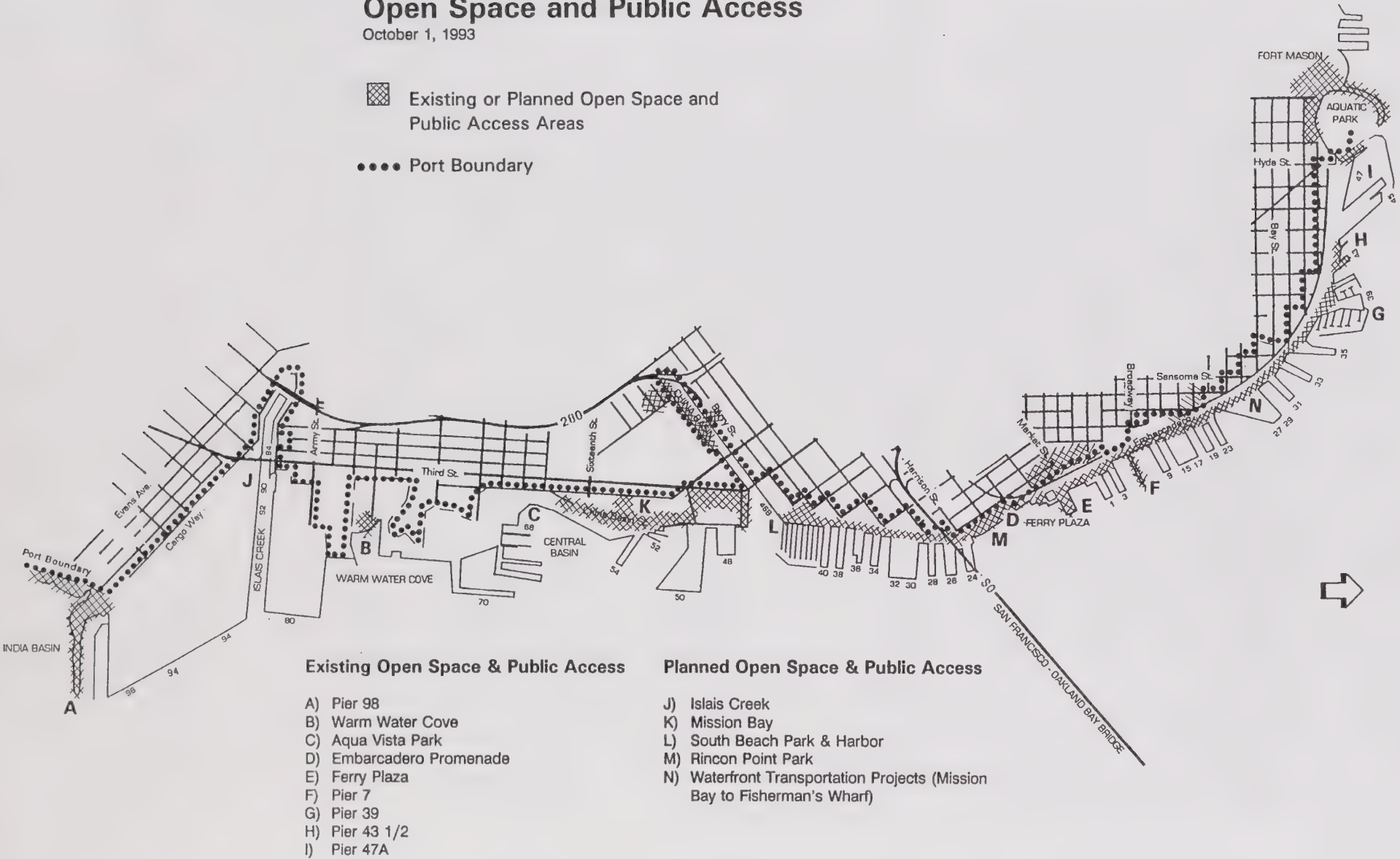
- New development or major rehabilitation of the Port's piers should maximize public access that are accessible by a full range of user groups, and which connect with the Regional Bay Trail.
- Where circumstances preclude physical public access (e.g. maritime industrial areas), other forms of access should be provided, if feasible (e.g. public information programs, viewing areas).
- Provide a range of small and large open space areas, for a variety of activities (e.g. play fields, sitting areas) that are close to resident and daytime population centers.
- Provide a balance between conservation and restoration of natural areas and development of more intensive recreational uses.

Open Space and Public Access

October 1, 1993

Existing or Planned Open Space and Public Access Areas

Port Boundary



Urban Design

The natural beauty of the San Francisco waterfront has made this area the subject of dozens of urban design studies over the years. As described earlier in this report, many public battles have been waged regarding appropriate limits on waterfront development. In that context, urban design principles and objectives have been defined as part of past waterfront planning efforts that continue to be valid today. In fact, in developing its own draft goals and policies to guide the Waterfront Plan process, the Advisory Board has reaffirmed many of the objectives from earlier planning efforts.

It is therefore anticipated that the design of new development proposals at the Port primarily will be guided by urban design principles such as those currently described in the *Urban Design Plan* and *Northeastern Waterfront Plan* contained in the City's *Master Plan*, as well as the urban design guidelines applied to the Waterfront Transportation Projects, and those contained in the *Mission Bay Plan*.

The draft urban design goals and policies developed by the Advisory Board are summarized below:

- Protect visual access to the waterfront by limiting excessive building height and incorporating terraced building designs that step down to the shoreline.
- Protect view corridors.
- Provide transitions and links between activities on Port property and adjacent uses.
- Promote diversity, high quality and visionary design in new development and public improvements that also respect the character of surrounding development.
- Historically significant structures should be identified and, if feasible, preserved.

General Issues Associated With Waterfront Land Uses

As previously described, Port property has been divided into five planning subareas that include Opportunity Sites for new land uses. Land Use Options have been developed for each Opportunity Site, identifying an array of activities that could be acceptable, given the unique characteristics of the site.

This section provides preliminary definitions for the major land uses categories that have been discussed thus far in Phases I or II of the Waterfront Plan process. Following each land use definition is a discussion of general issues pertaining to that land use.

Virtually all land uses that are proposed for Port property trigger policy and other issues that need to be resolved in order to develop the Waterfront Plan. Local issues and constraints within a given Opportunity Site (e.g. traffic congestion) are discussed in the Land Use Options, Issues and Comments for each Opportunity Site. Macro-level issues and constraints that affect the Port in a more or less uniform manner (e.g. restrictions on Port property created by existing regulations) regardless of Opportunity Site location, are discussed in this section.

Although there may appear to be a number of uses that could be developed on Port property,

many permitted uses do not generate sufficient income to justify the cost of waterfront development, which often includes major seismic upgrades of dilapidated piers.

Uses with the greatest revenue potential are often also the most highly regulated. Among the uses under review as part of the Phase II planning process, the following have the greatest potential to generate significant lease revenue for the Port: restaurants, retail sales, general office, residential, hotel, and excursion boat operations. Other activities that usually are profitable but which would generate lower returns include warehousing, convention and exhibit halls, amusement parks, live/work space, marinas and maritime offices. As part of the Phase II planning process, financial profiles of these various uses are being developed to help the Advisory Board and the public better understand how economic factors affect land use options. The financial issues will be the subject of a separate report that should be completed by the end of October.

Water-dependent Activities

(listed in alphabetical order)

Berthing Area

Waterside areas to accommodate the long-term berthing needs of vessels associated with ongoing operations of water-dependent activities.

Land Use Issues:

- Berthing Areas are in addition to the waterside berthing facilities included in the Phase I site designations for primary water-dependent activities. Typically required for tug and tow, pilot boats, water taxis, and ferry and excursion boat layovers. Unlike site designations for the primary water-dependent activities, berthing areas apply only to the waterside area adjacent to the piers noted; the piers themselves may be considered for other uses.

Cargo-Related Activities

Consists of all primary, support and ancillary operations necessary to serve the cargo shipping industry including, for example, shipping terminals and vessel berthing at adjacent waterside areas, warehouses and storage areas, equipment storage, cargo sourcing, container freight stations, freight rail access, administrative functions, employee parking, ship servicing, bar pilots, ship chandleries, environmental services and Port maintenance activities.

Land Use Issues:

- The Phase I map indicates sites already reserved for this use. During subsequent Phase II analysis, additional ideas and needs have been identified for this use. They are discussed in the appropriate Opportunity Site review.

Ceremonial Berthing

Consists of all primary, support and ancillary operations necessary to serve temporary berthing of historic, military and other visiting vessels from the United States and abroad.

Land Use Issues:

- Depending on the vessel and pier configuration, both may be susceptible to damage if placed in areas where there are poor marine conditions, including surge, tidal action, etc.
- Benefits from a highly visible and accessible location, either to attract visitors or so that mariners on board can easily access City activities.
- Requires support facilities including restrooms, staging area, receiving area, etc.
- Number of available sites could be limited by berth depths. The rising cost of dredging would restrict berthing of large ships to Port's existing terminals.

Cruise Terminal

Consists of all primary support and ancillary operations necessary to serve the cruise industry including, for example, cruise terminal facility and berthing at adjacent waterside areas, and ancillary uses such as visitor parking, passenger services, public facilities, ship servicing and bus and taxi staging areas.

Land Use Issues:

- Debate about the appropriate location for this use has usually focused on two sites, Pier 35 and Piers 30 and 32. Issues associated with each of these possible sites are discussed in their respective Opportunity Site reviews.

Ferry and Excursion Boat Operations (Includes Ferry or Excursion Boat Terminals or Docks)

Consists of all primary, support and ancillary operations necessary to serve commuter ferry and excursion boat operations including, for example, passenger service and boarding areas, and berthing and tie-up facilities at adjacent waterside areas and auxiliary support facilities such as administrative office space, storage, parking and public facilities such as restrooms.

Land Use Issues:

- The Phase I map indicates sites already reserved for this use. During subsequent Phase II analysis, additional ideas and needs have been identified for this use. They are discussed in the appropriate Opportunity Site review.
- Requires high-volume visitor or commuter traffic or residential neighborhood that needs service.
- Excursion boat operations offering dinner cruises require adequate parking facilities or shuttle services because transit services are inadequate at night.
- Compliance with the Americans with Disabilities Act (ADA) is required for most new construction. Sufficient area for ramping at dock facilities must be provided.
- Excursion operations providing visitor/tourist tours favor locations close to Fisherman's Wharf; excursions for business clients favor downtown locations.

Fishing Industry Uses

Consists of all primary, support and ancillary operations necessary to serve the fishing industry and fishing-related activities including, for example, commercial and sport fishing harbor and berthing area, fish handling, processing and distribution and support services such as storage, chandleries, parking, administrative functions, fuel docks and Port maintenance activities; also includes the Fisheries Center, discussed in the Pier 45 Opportunity Site.

Land Use Issues:

- The Phase I map indicates sites already reserved for this use. During subsequent Phase II analysis, additional ideas and needs have been identified for this use. They are discussed in conjunction with the Fisherman's Wharf Subarea Opportunity Sites.

Historic Ships

Consists of all primary, support and ancillary operations necessary to serve historic ships (sailing ships, submarines, naval ships, ferries, etc.), including, for example, berthing areas, museum and exhibit areas, parking, storage and workshop space, public facilities and maintenance shop facilities and space for administrative functions.

Land Use Issues:

- Historic ships, because of their age and building materials, may be particularly susceptible to damage if placed in areas where there are poor marine conditions, including surge, tidal flows and weather conditions.
- Breakwater construction, which could alleviate this problem, is very expensive in relation to economic return from this use. However, it may be possible to share expense with adjacent uses that also may benefit from breakwater construction (e.g. recreational marina, ferry, excursion or water taxi operations, etc.)
- Benefits from a highly visible and accessible location.
- Compliance with the Americans with Disabilities Act, and cost of new facilities, limits number of additional sites that could be developed for this use.

Maritime Support

General term describing areas set aside, primarily in Phase I, for uses that support the prime water-dependent industries. Maritime support activities may include both water-dependent and non-water-dependent activities, such as tug and tow operations, bar pilots, cargo sourcing, warehousing, equipment storage and repair, Port maintenance, and employee parking. May be used for any of the uses included in the definitions for Phase I water-dependent activities.

Land Use Issues:

- Many such uses are subject to displacement from existing sites as Mission Bay project is developed. Relocation options at the Port are necessary to forestall relocation outside of San Francisco.
- Burgeoning residential areas along the waterfront increase the potential for conflicts over noise, truck traffic and other characteristics of this use.

Economic Issues:

- Would enhance Port's competitiveness with other Ports, although would involve considerable costs of building new facilities for these uses, relative to the expected revenue return.

Recreational Boating and Water Use

Consists of all primary and ancillary operations necessary to serve recreational boating, swimming and water users including, for example, sailing center for yachting events, swimming and rowing clubs, small boat marinas, public and private motorized and non-motorized boat launching, small boat repair, temporary mooring, transient boat docks, dry storage, services such

as fuel docks and related support activities such as visitor parking, administrative offices, convenience stores, storage, and public facilities such as restrooms and lockers.

Land Use Issues:

- The Phase I map indicates sites already reserved for this use. During subsequent Phase II analysis, additional ideas and needs have been identified for this use. They are discussed in the appropriate Opportunity Site review.
- These uses must be carefully located so as not to interfere with navigation of cargo ships, ferries and excursion boats, etc.
- If water contact is expected, then care should be taken to locate these uses away from maritime industries such as fishing and ship repair which may have a greater potential for accidental water contamination.
- Compliance with the Americans with Disabilities Act (ADA) is required for most new construction. Sufficient area for ramping at dock facilities must be provided.

Ship Repair

Consists of all primary, support and ancillary operations necessary to serve the ship repair industry including, for example, drydock and berthing facilities, medium sized boat repair operations, storage areas, employee parking, warehousing and workshop areas, berthing space for topside work and administrative office space.

Water Taxi Docking

Consists of all primary, support and ancillary operations necessary to serve water taxis including, for example, docking, queuing and boarding areas, auxiliary support facilities such as administrative space, storage, parking and public facilities such as restrooms.

Land Use Issues:

- This use does not currently exist as a means for point-to-point access along the waterfront (ship-to-shore water taxi service is available). In addition, it has been suggested that water taxi or hovercraft service could extend to the San Francisco International Airport.
- Compliance with the Americans with Disabilities Act (ADA) is required for most new construction. Sufficient area for ramping at dock facilities must be provided.

Non Water-dependent Activities

(listed in alphabetical order)

Artist/Designer Studios and Galleries

Includes work areas, studios and galleries for artists, designers, craftpersons, graphic artists, sculptors, woodworkers, etc., some of which may be open to the public.

Regulatory Issues:

- Private studios are not permitted public trust uses; galleries may be permitted as a use that attracts the public to the waterfront.

Economic Issues:

- Not typically high revenue-generating uses, but may serve to enliven areas and draw patrons to other area retail or commercial activities.

Commercial Recreation Facility

Includes such areas as public tennis, racquetball or squash courts, jogging tracks, and other recreation amenities.

Land Use Issues:

- Best in location with proximity to residential community and large daytime population.
- Often requires nearby parking to facilitate efficient access and use.

Economic Issues:

- Grants and public funding may be necessary to make this type of use financially feasible.

Community Facility

Includes community meeting space, meeting rooms, community services such as fire and police stations.

Regulatory Issues:

- Use may not meet requirements for public trust land unless oriented to maritime workers, such as a training center.

Land Use Issues:

- Requires proximity to residential community and, preferably, a large daytime population.

Economic Issues:

- Likely to require public support from non-Port sources.

Hotel

Includes land based lodging and water-dependent "boatels" -- overnight lodging on boats or with docking facilities to accommodate customer access by boats; parking, accessory retail space.

Regulatory Issues:

- Hotels and boatels are not permitted on the piers or berthed at docks under Proposition H, although that use is otherwise permitted by the public trust, and by BCDC at specific locations. A hotel may be permitted on a seawall lot, but would require conditional use authorization from the City Planning Commission.

Economic Issues:

- Hotels can be one of the Port's highest revenue-generating land uses and hotels promote tourism, the City's largest industry.
- Hotels have the potential to generate significant Port revenue.
- Hotel use on piers should be analyzed to understand the economic implications to the Port with the Proposition H ban on hotels.

Museums

Includes exhibits on San Francisco history, maritime history, ongoing exhibitions, cultural and art exhibit space, etc.

Economic Issues:

- Poor revenue-generating use, but could attract patrons to other area-wide attractions, including restaurants, retail uses, etc.

Land Use Issues:

- Best if near public transportation to enhance accessibility.

Office

Includes "Maritime Office" or "General Office" uses.

Regulatory Issues:

- Under existing regulations, Maritime Office uses are permitted on seawall lots and existing piers, but would be prohibited on substantially rehabilitated piers or new fill.
- Under existing regulations, General Office uses are limited by the public trust doctrine to minor incidental and temporary use requirements. Short term leases are often insufficient to amortize the costs of significant capital improvements necessary to provide office space in existing structures. General Office uses would not be permitted on substantially rehabilitated piers or new fill.

Economic Issues:

- Office has the potential to generate significant Port revenue. New non-maritime office development projects on Port property may be subject to transit impact, affordable housing and child care fee programs, depending on location of office use.
- Office development primarily is contemplated as a long-term (+/-10 years) development option in light of the current oversupply of office space in San Francisco. Revenue from new office development is therefore not expected to be significant in the near-term unless there is a pre-determined tenant. However, as supply dwindles, offices with waterfront views and addresses should compete favorably with other locations. Furthermore, waterfront office space may be a more attractive and affordable alternative to traditional mid to high-rise offices for "non-traditional" office uses such as maritime administration, research and development.

Land Use Issues:

- Office buildings in excess of 25,000 s.f. on Port property declared surplus to the public trust would be subject to the Annual Office Limitation Program that limits the amount of office space that can be approved by the City in a given year. If the cumulative amount of office space proposed in a project exceeds that limit, project sponsors are subject to a competition held by the City Planning Commission to determine which projects will obtain approval.

Open Space

Includes parkland, wetlands, plazas, tot lots, fishing piers

Land Use Issues:

- With the exception of natural resource areas, open spaces often are enhanced if accompanied by ancillary sales or rentals of goods or services to provide activities for users.
- Compatibility with adjacent land uses. Potential for shadow impacts from nearby development

Economic Issues:

- The opportunity cost and construction and maintenance costs associated with providing waterfront open space can be substantial. The Port currently has insufficient resources

to fund these activities.

- Costs could be subsidized by allowing related revenue-generating uses to enhance the open space, where appropriate.
- Because open space resources benefit the entire City, the possibility of outside funding contributions should be explored, including City contributions, special assessment districts, etc.

Parking

Includes surface parking lots or above or below grade garages for automobiles, buses and other transit vehicles.

Regulatory Issues:

- Parking as a principal use could be developed on seawall lots outside of the Northern Waterfront Special Use District (NWSUD) (i.e. South of Pier 24). New parking uses in NWSUD require a conditional use authorization. Parking on piers is limited to the minimum amount necessary to serve Bay-oriented or water-dependent activities.
- Current BCDC regulations prohibit the provision of parking for non-maritime purposes on the piers. BCDC policy directs that parking needs be met on "upland" locations, i.e. the Port's seawall lots. However, this may not be the highest and best use of those sites.

Land Use Issues:

- Parking has typically been a controversial use on Port property. With the planned transportation improvements along the Embarcadero, there has been a call for further limitations in the supply of parking in response to the City's "transit-first" policy.
- There is a need for parking on the seawall lots to meet user needs that are not readily accommodated by public transit service or for nighttime parking. Also, the *Zoning Code* requires parking for different land uses, and readily available parking often is required to attract new waterfront uses, activities and development. This is particularly true for recreation and commercial activities that operate in the evenings or draw their clientele from other parts of the region or beyond that do not have viable transportation alternatives to the automobile.
- Many maritime industries rely on nearby parking for employees, either because location or hours of operation restrict transit opportunities. The Port is required to provide parking as part of labor union contracts for maritime business operations.
- Current lease agreements require or anticipate provision of parking for employees, visitors and patrons.
- Other issues that should be addressed in identifying parking guidelines include: shared use of parking between daytime and nighttime/weekend users; providing "intercept" parking areas where there is convenient access to transit; parking rates to discourage commuter parking.
- The provision of parking as a long-term use presents issues that must be addressed including ingress, egress, circulation and queuing space so that automobiles do not generate congestion or pedestrian conflicts on City streets and sidewalks.
- Measures must be taken to provide landscaping, public art or other treatments to incorporate the parking use in an attractive manner with surrounding land uses. Parking can be concealed from street views with adequate planning of active street uses.

Economic Issues:

- Parking lot revenues are a significant source of income for the Port. It is therefore an important interim use on sites that may be redeveloped in the future as well as a key source of long term revenue.

Public Academic Institution

University extension classes, art schools, educational and cultural programs, etc.

Regulatory Issues:

- BCDC would only permit this use on a substantially rehabilitated pier if the activity was water-oriented, but may permit the use on an existing pier. State Lands Commission would only permit this use if it furthered maritime commerce, fisheries, navigation or water-related recreation and natural resources protection, unless the use was temporary or otherwise ancillary or incidental to a primary public trust use.

Land Use Issues:

- Would require accessible location, preferably with good public transportation

Public Access

Includes "physical" access such as boardwalks, pedestrian access to piers, plazas "visual or informational" public access such as displays, viewing opportunities of maritime activities, kiosks and signage explaining operations that are taking place; public facilities such as restrooms.

Land Use Issues:

- "Public access" should be broadly defined to include physical and non-physical means of enjoying the waterfront. This broad definition would encourage non-traditional ways of experiencing the waterfront in areas that are not conducive to physical public access and also would provide activities and services to encourage the public to use public access areas.

Economic Issues:

- The cost of providing public access can be substantial.
- Costs could be subsidized by allowing related revenue-generating uses to enhance the public access.
- Because public access resources benefit the entire City, the possibility of outside funding contributions should be explored, including City contributions, special assessment districts, etc.

Public Assembly and Entertainment

Includes auditoriums, exhibition halls, conference facilities, theme parks, band shell, theaters, movie and live performance theatres, amusement parks, arenas, ballparks, indoor and outdoor recreational facilities, nightclubs and nighttime entertainment establishments; could include docking for nighttime entertainment.

Regulatory Issues:

- Bay oriented public assembly uses (i.e. uses that attract large numbers of people to the waterfront) are permitted on seawall lots and existing piers. If on a substantially rehabilitated pier, use is restricted to one-half of the area "uncovered" by removal of the former pier deck and pilings. Not permitted on new fill on Port property. Any new

or expanded public assembly use is subject to conditional use authorization from the City Planning Commission.

Land Use Issues:

- Offers the potential to provide daytime and nighttime waterfront recreational opportunities as well as improved public access.
- Issues that would require site-specific attention include design of facility; public access and impacts on views; and transportation impacts, including traffic circulation and parking demand. Additional operational impacts such as noise and lighting impacts also require mitigation to respond to site-specific conditions.

Economic Issues:

- The revenue-generating potential of these uses typically is not as easily predicted or as reliable as other non-maritime uses. They therefore cannot be relied on as the primary economic engine for a project. The use does, however, generate demand for related service and entertainment uses in the vicinity.

Residential Use

Includes, multi-family unit developments, live-work space, etc.

Regulatory Issues:

- Prohibited on public trust lands, except for house boats that pre-date State Lands Commission policy. The prohibition extends to time-share resorts. If land is found surplus to the public trust, then use may be developed under long term ground leases. Alternatively, if the public trust designation can be transferred to other parcels that are not already subject to trust restrictions, then the former trust property may be sold to the housing developer or condominium purchasers. (The transfer approach was used for the Mission Bay project, to allow Port property to be used for non-trust purposes.)

Land Use Issues:

- Current City policy advocates the production of affordable housing and requires that 10% of the units in large housing projects be provided at below-market rates. Any additional subsidies provided by the Port toward that end would come at the cost of reduced lease rates for the Port, resulting in lower revenues to meet the costs of Port operations.
- Residential uses may be incompatible with certain types of commercial and industrial activities. By introducing residential use in Port areas, the Port may diminish opportunities for non-residential activities in the area.

Economic Issues:

- Housing has been identified as one of the few real estate development ventures in San Francisco that can still be financed, in spite of the current recession and therefore offers revenue potential sooner than many other possible land uses.
- Port property generally cannot be permanently transferred to non-Port owners, thereby reducing the revenue potential of market-rate units, compared to that of market-rate condo units on non-Port property.

Retail

Includes sales of local, neighborhood and visitor-serving goods and services, restaurants and eating and drinking establishments, public markets, and retail outlets; can be included in mixed use developments or as stand-alone establishments

Regulatory Issues:

- "Bay-oriented" retail uses are permitted on seawall lots and existing piers. If on a substantially rehabilitated pier, use is restricted to one-half of the area "uncovered" by removal of the former pier deck and pilings. Any new or expanded use is subject to conditional use authorization from the City Planning Commission.

Economic Issues:

- Significant new retail uses would require a market analysis to determine whether there is sufficient demand to warrant more retail uses.

Small Business-Incubator Industries

Includes small manufacturing and assembly, design, sales, and offices, wholesale space at low cost for new businesses.

Regulatory Issues:

- BCDC would not permit businesses that are not water-oriented on piers if substantial rehabilitation of the pier substructure was required. State Lands Commission would only permit these uses if they furthered maritime commercial, fisheries, navigation or water-related recreation and natural resources, unless the use was temporary, or otherwise ancillary or incidental to a primary public trust use.

Economic Issues:

- Could be used to generate economic development in the City.
- Public subsidies may be required.

Transit Facilities

Includes non-water dependent transportation facilities including bus, taxi, van-pool and other transit staging, waiting areas, ticket sales, administrative functions, and related parking.

Visitor Center

Includes satellite information center for the San Francisco Convention and Visitors Bureau or site where various Port organizations could share space and distribute information about their goods, services or activities.

Warehousing

Consists of non-cargo related general warehousing, storage and distribution facilities, not related to water-dependent or maritime activities, live-work.

Regulatory Issues:

- BCDC would not permit businesses that are not water-oriented on piers if substantial rehabilitation of the pier substructure was required. State Lands Commission would only permit these uses if they furthered maritime commercial, fisheries, navigation or water-related recreation and natural resources, unless the use was temporary, or otherwise ancillary or incidental to a primary public trust use.

Land Use Issues:

- Many such uses are subject to displacement from existing sites as Mission Bay project is developed. Replacement locations are necessary to forestall relocation outside of San Francisco.

- Burgeoning residential areas along the waterfront increase the potential for conflicts over noise, truck traffic and other characteristics of this use.

Economic Issues:

- Potentially viable short to medium term use, provided expensive development of truck docks and buildings improvements are not necessary.

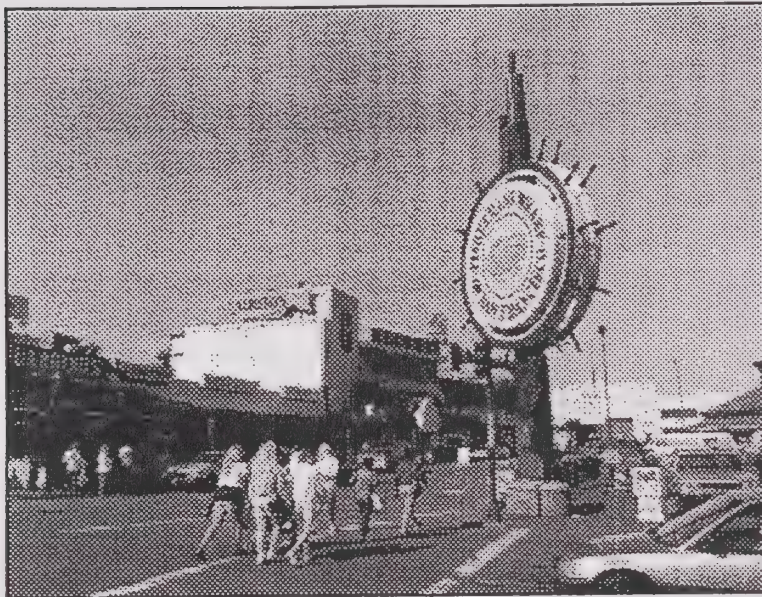
Wholesale Trade/Promotion Center

Includes wholesale trade promotion for, for example, California products like gourmet food, wine, seafood, other agricultural products, import/export offices, related exhibit hall, conference space and facilities for promotional activities.

Economic Issues:

- Financial feasibility is uncertain.
- Could help serve San Francisco's tourism industry.

Fisherman's Wharf Subarea



The Fisherman's Wharf Subarea extends from the Hyde Street Pier to Pier 39 and is made up of an eclectic mix of fishing industry and visitor-serving uses, many of the latter occurring on non-Port property at Aquatic Park, Ghirardelli Square, the Cannery, the Anchorage, and along Bay, Northpoint, Beach and the southside of Jefferson Streets.

In the 1950s, Fisherman's Wharf was primarily an industrial area composed of commercial fishing, manu-

facturing, warehousing and maritime uses, surrounded by small scale residential uses. Visitor-serving facilities primarily consisted of restaurants adjacent to the Inner Lagoon fishing harbor. Over the years, this pattern has changed dramatically. Except for fishing industry facilities, many of which were seriously damaged in the Loma Prieta Earthquake, industrial activities have virtually disappeared. The area now is one of the most visited tourist attractions in the United States, offering entertainment, restaurants, art galleries, museums, historic ships, parks, beaches and swimming areas, shops, hotels, offices and housing.

Despite a recent downturn in the fishing industry, the Wharf also remains home to the Bay Area's fishing fleet and fish handling industry, which includes wholesale buying and selling of fish, fish filleting, and sorting and distribution for local and regional consumption. About 20 million pounds of fish -- crab, salmon, herring, shrimp, squid, abalone, mackerel, halibut and sole -- come through the Port annually, although the majority of fish handled at the Wharf is transported in and out by truck. A significant amount of fish trading occurs on Jefferson Street in the very early morning hours, before tourist activities take over the area.

Port property in the Fisherman's Wharf Subarea primarily is developed for fish handling, fishing boat berthing and operations, retail and restaurants, the San Francisco Maritime National Historical Park, parking, offices, and excursion and ferry boat operations. Adjacent non-Port property in the Fisherman's Wharf area generally includes visitor-oriented retail, office, parking, restaurants, and entertainment activities. Aquatic Park, at the west end of the Subarea, provides swimming and recreational activities managed by the City's Recreation and Parks Department.

This subarea recently has been included in a long-term planning effort by the Fisherman's Wharf Citizens Advisory Committee ("CAC"), covering the broader Fisherman's Wharf area and including many non-Port properties. The original intent of the CAC planning effort was to create a redevelopment area in which, pursuant to state law, tax increments generated by redevelopment of the area could be used to fund other needed improvements and services for the area.

Fisherman's Wharf

The City ultimately decided not to create the redevelopment area, and the scope of the planning effort was narrowed to focus on revising and updating the sections of the City's *Northeastern Waterfront Plan* that specifically address Fisherman's Wharf. The CAC has developed a "Draft Fisherman's Wharf Plan" that has not yet been presented to the Port Commission or Planning Commission. The extent of consensus among the Fisherman's Wharf community for the entire set of proposed plan revisions is unclear at this time. Nevertheless, there appears to be agreement on these goals:

- promoting the fishing industry
- improving public access, open space and views
- improving visitor-serving facilities
- encouraging family-oriented activities

Unfortunately, many of the improvement concepts that are suggested in the CAC's Draft Fisherman's Wharf Plan were generated when tax-increment financing was still anticipated and, since that time, alternative funding sources have not been identified.

On Port property, one proposed project with widespread community and fishing industry support is the pre-earthquake Seafood Center Project, a \$26 million project proposed in 1988 to provide new fish handling facilities at Pier 45 and a new Hyde Street Harbor and support facilities for commercial fishing vessels. The Seafood Center Project also contemplated a Fisheries and Environmental Research Center ("Fisheries Center") on Pier 45. The Port was preparing to begin construction of the harbor facilities when the 1989 Loma Prieta Earthquake occurred, causing considerable damage to Pier 45. Due to displacement of most of the fish handling tenants at Pier 45, the Port Commission shifted its priority from the harbor to the \$13.4 million Pier 45 Earthquake Damage Repair Project which is now underway. The Port also is proceeding with further environmental review and fund raising efforts for the proposed Hyde Street Harbor, and is studying the feasibility of the Fisheries Center.

Despite these efforts, it is clear that the fishing industry needs a greater financial boost than the Port can provide:

- Environmental conditions have greatly reduced the available fisheries resources, which in turn has reduced the economic health of the industry.
- At the same time, more stringent sanitation and safety regulations for fish handling will mean significant infrastructure and utility costs to adapt facilities to changing requirements.

While the Port is mitigating these impacts to the extent possible through the Pier 45 Earthquake Damage Repair Project, the Port is not able to bear all related costs and has no immediate plans for infrastructure improvements in Fish Alley fish handling areas.

The challenge in the Fisherman's Wharf subarea is how to provide needed fishing industry improvements in an area where there has been little support historically for new revenue-generating commercial uses to help finance these improvements.

Objectives for the Fisherman's Wharf Subarea

The Advisory Board identified a number of goals and policies that are relevant to this subarea. This section highlights several objectives that require special consideration. A key Advisory Board objective, **to integrate public, commercial, maritime and industrial uses to diversify and enliven the waterfront**, already appears to have been met at Fisherman's Wharf. The reason that the Wharf became a visitor attraction in the first place is that the public enjoyed observing fishing industry activities. The continued presence of a healthy fishing industry is recognized as an essential ingredient in maintaining the colorful ambiance of the Wharf and the economic well-being of the area and the City's successful tourist industry. Therefore, **priority should be given to uses that directly serve, support or complement the fishing industry**. It is also clear, however, that visitor-serving facilities and services are key to the continued success of the Wharf and need periodic updating and improvement. Any conflicts between fishing industry and visitor-serving activities should be minimized so that the diversity of the subarea can continue.

✓ Diversity

As discussed above, the primary challenge in Fisherman's Wharf is how to provide needed improvements to ensure the continued presence of a healthy fishing industry. Efforts should be made in this subarea to **attract revenue-generating new uses to help support and subsidize the fishing industry activities** that occur there. New revenue-generating commercial uses could help finance the proposed Fisheries Center, other fishing industry improvements, public access and open space improvements desired by the Fisherman's Wharf community.

✓ Working waterfront

The Fisherman's Wharf Subarea should **meet the needs and interests of San Franciscans and visitors**. The Fisherman's Wharf area is bordered by areas of offices, housing, open space, neighborhood commercial and maritime uses. Yet, because the area primarily is viewed by San Franciscans as a tourist area, many local residents believe that it has little to offer them.

✓ Fun Everyone

The Advisory Board suggested that activities oriented towards San Franciscans and Bay Area residents also would be enjoyed by tourists and other visitors. Therefore, as new development or reuse of Wharf properties occurs, **features which will facilitate the use of the area by local residents and diminish its image as a "tourist-only" attraction should be encouraged**. For example, educational, historical and recreational facilities and places of public assembly (such as festival halls, meeting halls or conference centers) would increase the appeal of Fisherman's Wharf to local residents and visitors alike.

✓

The Advisory Board has stated that, where operational needs, public safety and economics permit, **new projects should include a public access or information component**, allowing the public to interact or observe maritime or industrial activities in a meaningful way. Although there are already many public access opportunities in the Wharf Subarea, there is still a desire to enhance access opportunities in or near the fishing industry facilities to allow the public to more fully experience a "working waterfront".

✓ Access

The Wharf is a prime area for interpretive signage to teach the public about different types of fishing boats and fish caught and about the Wharf's colorful history. The Port recently received funding for a public access project of this type on Pier 47A. Similar projects elsewhere in the Wharf would be ideal.

Fisherman's Wharf

The Advisory Board has stated that the Waterfront Plan should **provide efficiently planned parking and loading facilities** to serve Port activities. In the Fisherman's Wharf area, the lack of both long and short-term parking is one of the most frequent complaints of members of the fishing industry. From mid-morning through evening the fishing industry suffers from intense competition for parking spaces from business and restaurant employees, patrons and tourists. Vehicle access to berths and storage areas is almost non-existent. Also, the need for semi-truck access to both receive and deliver fish will persist and an area is needed for the informal fish trading that currently occurs along Jefferson Street.

The Opportunity Sites

As indicated on the aerial view on the opposite page, four Opportunity Sites have been identified in the Fisherman's Wharf Subarea:

Site A:	Pier 45	Site B:	Fish Alley
Site C:	Pier 43½	Site D:	SWL 301 ("The Triangle")

The table which follows the aerial map provides details on the current uses of the sites; planned uses as indicated in existing planning documents; zoning districts; and current condition. A detailed analysis of each site, land use options and associated issues and comments follows the chart. In addition to the site-specific issues, there are general land use issues that apply wherever ♦ ♦ appears. The general issues may be found in the discussion which begins on page 26.

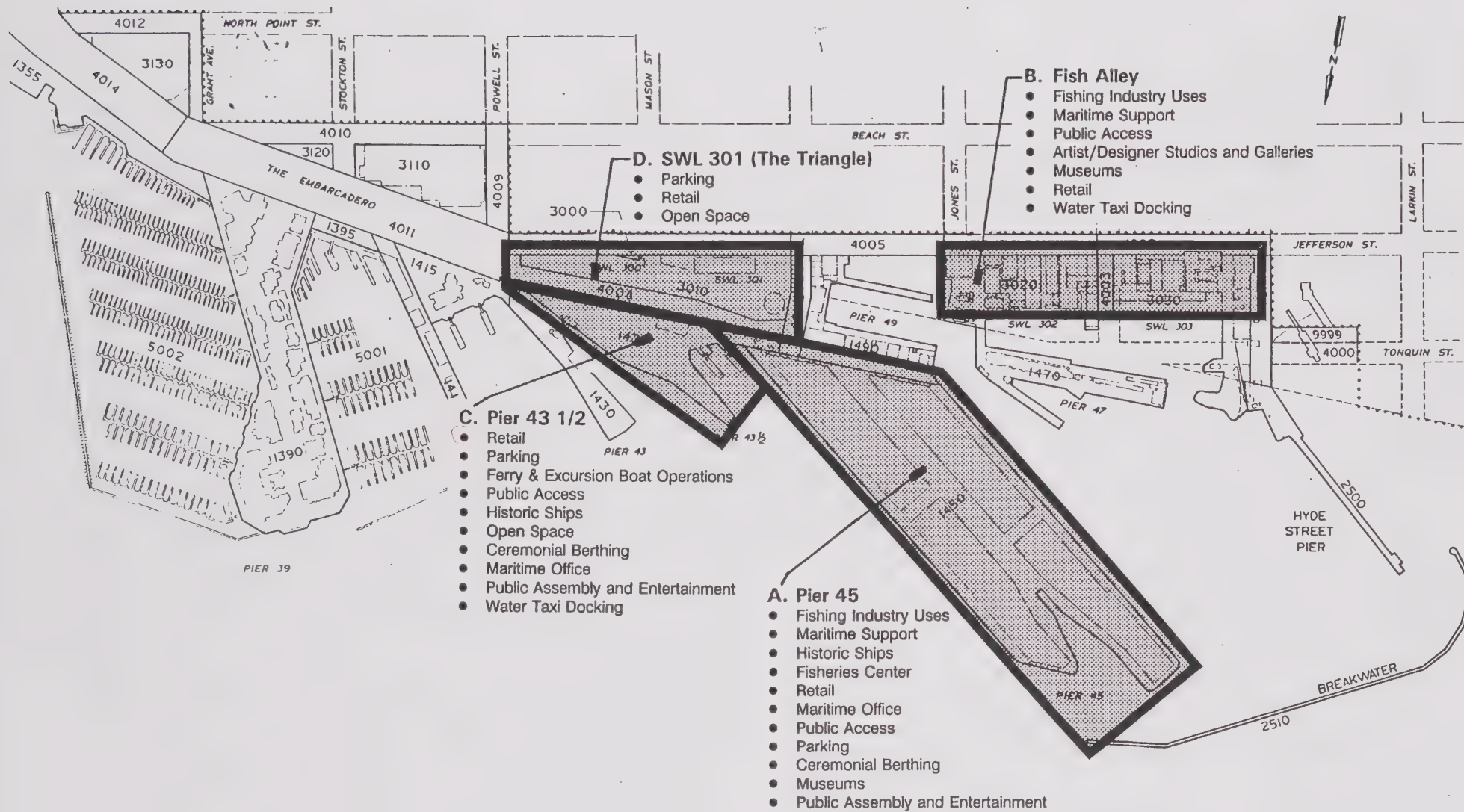
Opportunity Site A: Pier 45

Prior to the Loma Prieta Earthquake, Sheds B and D on the west side of Pier 45 were primarily leased to fish handlers, while Sheds A and C were used for support space for the Red and White ferry and excursion fleet and the historic Pampanito submarine, special events, storage and parking. After the Earthquake, the Port temporarily relocated many fish handling tenants to facilities on Piers 28 and 33.

The Port Commission's policy is to return fishing industry activities back to Pier 45 once the Pier 45 Earthquake Damage Repair Project is complete in 1994-1995. Sheds B & D will then provide high quality spaces for modern fish off-loading, handling and distribution facilities, with accessory uses such as parking in Shed A.

In Phase I of the Waterfront Plan process, the Advisory Board recommended that Pier 45 be reserved primarily for long term fishing industry uses. In addition, a portion of the eastside of the facility is recommended for continued use for docking historic ships, such as the Pampanito.

The Port recently received a grant to study the feasibility of locating a Fisheries Center on Pier 45 to serve the fishing industry and the public. Center uses may include a government-operated inspection lab, offices and research facilities, fish handling and marketing activities, a test kitchen and retail area for the sale of fish and related products, educational and conference facilities. Other compatible uses in Sheds A or C to serve and attract the public, help finance the Center and provide much needed revenue for Wharf-area improvements are also being studied.



Land Use Options
Fisherman's Wharf Subarea
 October 1, 1993

Fisherman's Wharf Subarea						
Facility	Square Footage	Existing Use	Existing Plan Designations	Zoning Districts	Height District	Condition
Pier 45	459,000	Fishing industry, parking, public access, Pampanito submarine	MP: Commercial, office, hotel, convenience retail, parking SAP: Open space, residential, neighborhood retail, hotel, office	C-2, NWSUD #1	40-X	Fair; damaged in 1989 earthquake
Fish Alley - SWL 302 & 303	302: 102,000 303: 110,000	Restaurants, Fishing industry, misc. offices	MP: Fishing industry, retain maritime character SAP: Fishing industry, maritime, replacement of existing commercial uses	C-2, NWSUD #1	40-X	Good
Pier 43 1/2	131,500	Excursion boats, Franciscan Restaurant, surface parking, gift shops, public access	MP: Open space, tour boats, ferries, retain existing commercial uses SAP: Tour boats, ferries, replacement of existing commercial uses, maritime	C-2, NWSUD #1	40-X	Fair to good
SWL 301 - (the "Triangle")	107,000	Surface parking, restaurants, bakery, gift shops, public restrooms	MP: Underground parking garage, open space, retain existing commercial uses SAP: Open space, retain existing commercial uses	C-2, NWSUD #1	40-X	Good
SWL 314	31,000	Automobile service station, car wash, surface parking	MP: None SAP: Office, commercial, residential, parking	C-2, NWSUD #1	40-X	Good
Pier 35	210,000	Cruise passenger terminal, office, storage	MP: Cruise terminal with related restaurant and retail uses SAP: Same as MP	M-1, NWSUD #1	40-X	Fair to good

KEY:

MP = The City's Master Plan, including the Northeastern Waterfront Plan and the Central Waterfront Plan.

SAP = BCDC Special Area Plan. Special Area Plan provisions for seawall lots are recommendations only as these sites are outside of BCDC's jurisdiction.

TDP = BCDC Total Design Plan for the area from Pier 7 to Pier 24.

NWSUD #1 = Northern Waterfront Special Use District #1, under which only maritime uses are permitted uses; all non-maritime uses are conditional uses.

(continued on reverse)

NWSUD #3 = Northern Waterfront Special Use District #3, under which only maritime and wholesale uses are permitted uses; non-maritime, large scale (3+ acres) and service station uses and projects which exceed the amount of required parking are conditional uses.

C-2 (Community Business) zoning permits a fairly wide variety of uses including dwellings, other housing, institutions, retail sales and personal services, offices, assembly and entertainment, home and business services and some automotive uses.

M-1 (Light Industrial) zoning permits all automotive uses, wholesaling and distribution, and some manufacturing and processing uses, in addition to all C-2 uses listed above.

M-2 (Heavy Industrial) zoning is the least restricted zoning class as to use, and permits most manufacturing uses in addition to all M-1 uses listed above, although many heavy manufacturing uses are permitted only as conditional uses or at considerable distances from residential districts.

Fisherman's Wharf

Site A -- Land Use Options

Ceremonial Berthing	Fisheries Center
Fishing Industry Uses	Historic Ships
Maritime Office	Maritime Support
Museums	Parking
Public Access	Public Assembly and Entertainment
Retail	

Site A -- Land Use Options, Issues and Comments

Ceremonial Berthing ♦ ♦ (e.g. visiting ships)

- Emphasis should be on a constantly changing variety of historic, military and other ceremonial vessels to attract local residents as well as visitors, enliven public access and provide revenue to the Port.

Fisheries Center

(e.g. government operated seafood inspection lab, offices and research facilities, fish handling and marketing activities, test kitchen and retail area for the sale of fish and related products, educational and conference facilities, etc.)

- A feasibility study is currently underway to determine mix of non-profit, public and revenue-generating uses to serve fishing industry and the public.

Fishing Industry Uses (e.g. fish handling, processing, distribution, related parking, chandleries, storage)

- Fishing industry uses not expected to generate sufficient revenue to support required improvements beyond those currently under construction. The Port does not have funds to develop new fishing industry facilities, such as the proposed fishing harbor to augment Pier 45 repairs.
- Outside funding for fishing industry uses is scarce.
- Poor economic health and consolidation of industry may reduce land use needs.
- Need to determine the feasibility and proper mix of priority fishing industry uses and compatible, revenue-generating uses to support and help subsidize desired fishing industry uses and public access improvements.

Historic Ships ♦ ♦ (USS Pampanito)

- Existing submarine should remain because it requires a highly visible location.
- Needs support space for administrative functions, exhibits, storage etc.

Maritime Office ♦ ♦ (e.g. fishing industry and other maritime and visitor-oriented activities)

- Should not be predominant use.
- Revenue-generating offices would support predominant activities at Wharf and could help subsidize non-profit elements of Fisheries Center.
- Access should be from the Embarcadero or eastside of the Pier to avoid conflicts with fishing industry operations.
- Maritime office uses above ground level would provide diversity and vitality to area,

Fisherman's Wharf

draw more local residents to Wharf and, during the off-season, provide a steady flow of patrons for shops and restaurants.

Maritime Support ♦ ♦

(e.g. berthing, storage and maintenance facilities for fishing industry and adjacent ferry and excursion boat operations, historic ships, ceremonial ships)

Museums ♦ ♦ (e.g. museum of fishing industry or Wharf history)

Parking ♦ ♦ (e.g. for fishing industry and general public)

- Replacement parking for fishing industry to be provided in conjunction with the Pier 45 Earthquake Damage Repair Project.
- Public parking also may be necessary to support the Fisheries Center, or to allow shed-enclosed parking that could be relocated from other Wharf area Opportunity Sites discussed below.
- Parking inside the sheds should be oriented toward interior of Pier, leaving the eastern sides of sheds for uses that encourage and enhance public access on the east side of the Pier.

Public Access ♦ ♦ (e.g. physical, visual and informational)

- Fisheries Center, if feasible, will provide enhanced public access and education related to fishing industry.
- However, revenue from fishing industry uses is not expected to support entire cost of public access improvements. Other funding sources must therefore be explored.

Public Assembly and Entertainment ♦ ♦ (e.g. temporary festival-type uses)

- Should not disrupt primary uses on Pier.

Retail ♦ ♦ (e.g. mix of local and visitor-serving goods and services, restaurants)

- Would enliven public access, attract the public and generate revenue which could help subsidize non-profit elements of the Fisheries Center and other needed fishing industry or Wharf improvements.
- Access should be from Embarcadero or eastside of Pier 45 to avoid conflicts with fishing industry operations.

Site A -- Land Use Guidelines

- Pier 45 should be used primarily for fishing industry uses, to the extent feasible.
- The Fisheries Center should be developed if ongoing studies demonstrate a demand for it and it can be either self-supporting or supported by compatible, on-site, revenue-generating uses.
- Public access and interpretive signage should be provided on the eastside of the pier.
- Historic ship and ceremonial berthing should continue on the eastside of the Pier.
- If fishing industry uses or the Fisheries Center are not feasible, then the north end of Shed B and the east apron of Sheds A and C should be considered for additional visitor-serving activities that attract the public, enhance public access on the east apron and

Fisherman's Wharf

- complement historic and ceremonial ships.
- New development should be compatible with existing fishing or visitor-serving activities.
- Festival-type uses should be accommodated as temporary uses provided they do not disrupt primary uses on Pier 45.

Opportunity Site B: Fish Alley

Fish Alley, located along the Bay between Hyde and Jones Streets, supports a wide variety of fishing-related uses, including fish handling, storage, retail uses and parking. Fish Alley includes Wharf J7, which extends to the north of Fish Alley (also referred to as Pier 47) and two wings extending into the fishing harbor. The larger, "south wing" is the site of Scoma's restaurant, fishing industry storage, fish handling and parking. The smaller, "north wing" (also referred to as Pier 47A) is used for vessel rafting and, until recently, was used for fishing industry parking. The Port recently received a grant to provide public access improvements and transient berthing at this location.

Fish Alley buildings were designed to meet the needs of fish handling businesses 10 to 15 years ago, when small boats made numerous deliveries during the season, and the majority of fish sales were small lots to individual customers. Today, larger and more diverse fish orders require more seafood stock on hand. To hold this inventory, and to handle "peaks" in local landings intensified by fish resource regulations, handlers require more receiving and cold storage areas. Generally, Fish Alley buildings are not large enough to accommodate these changes.

Leases at Fish Alley are long-term, (most through 2036), theoretically providing tenants with greater financial incentive and opportunity to make leasehold improvements. Although such improvements are the responsibility of the tenants, they have rarely been made because of the fragmented physical layout of Fish Alley, limited vehicle access and parking, and structural condition of some of the buildings.

Because many Fish Alley buildings are in disrepair and because modern fish handling facilities will be completed on Pier 45 in 1994-1995, Fish Alley buildings may be in less demand for fish handling and related businesses in the near future. Although existing City and BCDC plans reserve Fish Alley for fishing industry uses, based on the current state of the industry, it may be appropriate to allow adaptive reuse of some Fish Alley facilities or, where adaptive reuse is infeasible, redevelopment of the properties for uses that are compatible with the fishing and visitor-oriented focus of the subarea.

Site B -- Land Use Options

Fishing Industry Uses	Galleries, Artist/Designer Studios
Maritime Support	Museums
Public Access	Retail
Water Taxi Docking	

Site B -- Land Use Options, Issues and Comments

Fishing Industry Uses (e.g. fish processing, handling, distribution, related parking, chandleries, storage)

- Major financial investments needed to modernize facilities are made more difficult by the spatial constraints of the area.
- Market may not support costs of rehabilitation.
- Poor economic health of industry may reduce land use needed for industry.

Galleries, Artist/Designer Studios ♦ ♦

Museums ♦ ♦ (e.g. work areas, studios and galleries for artists, designers, graphic artists)

- Not contemplated in existing planning documents.
- Major shift from historic view that Fish Alley should be reserved for fishing industry uses.
- Often low revenue production.
- Visitor-intensive uses may be disruptive to remaining fishing industry uses. Working artists may be more appropriate for Fish Alley and visitor-oriented artists (artist studios open to the public), and art galleries and museums may be more appropriate on Jefferson Street.

Maritime Support ♦ ♦ (e.g. storage and maintenance for fishing industry, ferry and excursion operations, historic ships etc.)

Public Access ♦ ♦ (e.g. physical, visual, informational)

- Should not be provided where it interferes with fishing industry operations.

Retail ♦ ♦ (e.g. mix of local and visitor-serving goods and services restaurants)

- Could provide food and other services to enhance and encourage use of public access and open space. (Currently public is reluctant to use areas available for viewing fishing harbor.)
- Not contemplated in existing planning documents; design would need to be reviewed for compatibility with industrial nature of area.

Water Taxi Docking ♦ ♦

Site B -- Land Use Guidelines

- Priority should continue to be given to fishing-industry uses such as fish handling, processing and distribution, chandleries, etc.
- If fishing-industry uses are not needed, then adaptive reuse or redevelopment of Fish Alley buildings for uses compatible with the fishing industry and visitor-serving Wharf activities should be permitted.
- Public access and interpretative signage should be encouraged in this area where it doesn't conflict with fishing industry operations.

Opportunity Site C: Pier 43½

Pier 43½ currently is under long term leases, through 2036, for the Franciscan Restaurant and approximately 250 parking spaces. The proposed changes in the CAC's Draft Fisherman's Wharf Plan recommend that, if funds become available and existing parking can be relocated (with the user's consent or upon lease expiration), then the area should be reconfigured to provide larger pedestrian public access areas and improved excursion boat accessibility. The CAC's Draft Fisherman's Wharf Plan also recommends reserving the east side of the Pier for public access, with no berthing along the water's edge, except for an historic sailing ship.

It is doubtful that the existing lessee would implement changes proposed in the CAC's Draft Fisherman's Wharf Plan, without an incentive such as a new commercial development opportunity in exchange for public open space or buy-out of the lease. Given the prime waterside views from this Pier and the Port's limited financial resources, such a tradeoff may be desirable.

Site C -- Land Use Options

Ceremonial Berthing	Ferry and Excursion Boat Operations
Historic Ships	Maritime Office
Open Space	Parking
Public Access	Public Assembly and Entertainment
Retail	Water Taxi Docking

Site C -- Land Use Options, Issues and Comments

Ceremonial Berthing ♦ ♦

Historic Ships ♦ ♦

- CAC's Draft Fisherman's Wharf Plan allows only historic *sailing* ship. May be desirable to consider other types of historic ships to produce revenue and provide a public attraction.
- Changing variety of vessels could attract local residents and visitors, enliven public access and provide revenue to the Port.

Ferry and Excursion Boat Operations ♦ ♦

(e.g. ferry, excursion boat, and water taxi docking)

- Conflicts with CAC's Draft Fisherman's Wharf Plan which recommends no berthing along eastside of Pier, except for a historic sailing ship.
- Currently there are seven ferry boat berths in the area, but other Bay Area ferry services have expressed a need for universally accessible landing facility in the Wharf. Additional ferry berthing may therefore be needed in the future and could be provided in conjunction with new uses on the Pier.
- Need to better accommodate queues for adjacent ferry boat operations. Currently ferry queues block public access and viewing areas. Expanded deck area and covered waiting areas are needed.

Fisherman's Wharf

Maritime Office ♦ ♦ (e.g. ferry, water taxi, excursion, other visitor-serving office)

- Possibly part of mixed-use project, in exchange for public access improvements and reduction of parking.

Parking ♦ ♦

- Existing lease for parking through 2036 interferes with public access and pedestrian enjoyment of key waterside views.
- Self parking could possibly be replaced with smaller valet parking area in order to make more open space available.

Public Access ♦ ♦

Open Space ♦ ♦ (e.g. physical, visual, informational)

- CAC's Draft Fisherman's Wharf Plan proposal that this site be used for public access or open space does not address the fact that the site is leased through 2036 for a restaurant and parking.
- Site is not likely to be converted to major public access/open space in the absence of an incentive for the lessee to provide greater public access; such a tradeoff may be desirable to achieve public access and open space goals.

Public Assembly and Entertainment ♦ ♦

(e.g. small-scale amusement or entertainment activities.)

- Possibly as part of mixed-use project, in exchange for public access improvements and reduction of parking on-site.

Retail ♦ ♦ (e.g. mix of local & visitor-oriented goods and services, restaurants)

- Existing Franciscan restaurant lease runs through 2036.
- Consideration should be given to allowing further retail development in exchange for desired public access improvements and reduction of parking.
- Would interfere with views if not well designed.
- Powell and Mason Street view corridors should be preserved.
- Could create an exciting public access/open space area with historic Ferry Arch as a focal point.

Water Taxi Docking ♦ ♦

Site C -- Land Use Guidelines

- Any new development on the site should be located along the Embarcadero between street view corridors and should maximize public access and views through first floor space.
- Any new development on the site should improve pedestrian circulation and tour boat accessibility and maximize public access along the Bay.
- Pedestrian improvements should connect public access areas and should make the Ferry Arch a focal point of the area.
- New revenue-generating development on the site should be allowed if parking is reduced and open space, pedestrian access and ferry queuing areas are expanded.

Opportunity Site D: The Triangle (SWL 301)

The Triangle is located in the heart of Fisherman's Wharf and currently is used for surface parking and small visitor and retail uses including public restrooms, food and souvenir sales in the octagonal building and food sales in the "Expo Building" (Expo Cafe and the Boudin Bakery).

The CAC's Draft Fisherman's Wharf Plan proposes removing surface parking and replacing it in an underground garage, and consolidating and redesigning the existing retail buildings in the Triangle (upon expiration of existing leases or with lessee consent) to create a grand open space which would be the civic focus of the Wharf. The CAC's Plan recommends replacing existing buildings on the Triangle with one or two new structures outside view corridors for a market hall.

Because the underground garage has not been shown to be financially feasible and there are no funds yet identified with which to pay for open space improvements, the CAC's Draft Fisherman's Wharf Plan also recommends several interim pedestrian and open space improvements, leading to and including the Triangle, Piers 41, 43½ and 45.

Site D -- Land Use Options

Open Space
Retail

Parking

Site D -- Land Use Options, Issues and Comments

Open space ♦ ♦ (programmed open space for festivals and large groups of people)

- Potential conflict exists with needs of existing retail tenants for visitor parking. Although the CAC's Fisherman's Wharf Draft Plan calls for open space, funds have not been identified for project.
- Ideal area for well-programmed open space.

Parking ♦ ♦ (e.g. for restaurants and Wharf visitors)

- Existing restaurants and other visitor-oriented businesses depend on parking provided on site.
- Proposed underground parking garage is infeasible.
- Without parking, existing Port tenants and Port would suffer significant decrease in revenues compared to current levels.

Retail ♦ ♦ (e.g. market hall with food and flower stalls and small indoor and outdoor cafes facing the water)

- CAC's Draft Fisherman's Wharf Plan recommends reconfiguration of existing retail tenant use for market hall, but does not allow more building area than currently exists on site.
- Existing zoning allows for considerably more development of the site than currently proposed in the CAC's Draft Fisherman's Wharf Plan.
- Because net revenue gain to Port is questionable for the proposals in the CAC's Draft Fisherman's Wharf Plan, it may be desirable to permit more commercial square footage than now contemplated to finance desired improvements.

Fisherman's Wharf**Site D -- Land Use Guidelines**

- Any new buildings on the Triangle should give high priority to water views and pedestrian access to the Bay, possibly by providing views from Jefferson Street through a ground floor arcade or similar "open" first floor.
- Any new development in the area should also improve pedestrian circulation and clarify pedestrian connections to ferries and Wharf attractions.
- Any new development in the area should improve automobile access and circulation and minimize conflicts with fishing industry distribution activities.

Northeast Waterfront Subarea (Piers 7-35)



The Northeast Waterfront Subarea includes property on either side of the Embarcadero between Broadway and North Point Streets and is part of a larger, former maritime and industrial district that has undergone great change in the last 25 years. Many of the area's architecturally rich brick and concrete structures were preserved and converted to office, design-related businesses and retail services in the 1970's and 80's. During the same time, the diversity of the area was further en-

hanced by the development of housing. Today this complementary mix of uses provides a bridge between the downtown financial area and visitor-oriented commercial uses in Fisherman's Wharf, and established residential neighborhoods in Telegraph Hill and North Beach.

The Port's piers in this subarea support a variety of maritime and water-dependent uses, including cruise, excursion boat, and newsprint shipping terminals; fishing businesses; and maritime support services (e.g. bar pilots, tug and tow operations, cargo sourcing and warehousing, Foreign Trade Zone). Some space on the piers also is leased for non-maritime uses, primarily general warehousing and office activities. In contrast to many of the seawall lots, the piers in this stretch of waterfront are still in active use. Although in general the Port's finger piers are no longer ideally suited for modern cargo shipping technologies, several piers continue to play an important role in the Port's water-dependent operations. In addition, this subarea includes the Pier 7 public access and fishing pier, which provides a significant recreational and open space amenity. The bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33 and 35 have been identified as important architectural and historic resources that should be preserved, if possible.

Four of the seawall lots in this subarea are developed with general office space and two contain structures that have been or are leased for restaurant use, including the Fog City Diner and Pier 23. The remaining four seawall lots are undeveloped and operated as public parking lots, except for seawall lot 314, which is operated as a gas station and carwash.

Property adjacent to this subarea generally divides into three distinct areas: the Golden Gateway Center, the Battery-Sansome Corridor, and the foot of Telegraph Hill

- The Golden Gateway Center is an urban mixed use residential neighborhood located along the southside of Broadway and extending south to the downtown business district adjacent to Port property. This development contains underground parking, podium-level commercial businesses and resident-serving retail services, and usually, two to three

stories of residential development on top. In addition, there are two high-rise residential towers closest to the downtown.

- Battery-Sansome Corridor extends from Market Street north to the Embarcadero, and operates as the key north-south arterial connecting the downtown with the northern waterfront. The buildings between Broadway and the Embarcadero (between the east slope of Telegraph Hill and Port property) are included in the Northeastern Waterfront Historic District, the boundaries of which also include many Port seawall lots in this subarea. Many of these historic brick and concrete industrial structures have been handsomely converted to office uses, public relations/advertising and design-related services. Included in this area is the Levi Straus office campus and public open space, partly located on Port property. The building scale in this area ranges from two to six stories.
- At the foot of Telegraph Hill, a cluster of multi-unit residential developments has emerged adjacent to the north end of the Battery-Sansome Corridor. These privately-developed condominium complexes, ranging from four to ten stories in height, clearly establish a residential neighborhood, surrounded by office and commercial businesses, that are only steps away from the waterfront.

The introduction of residential use in the Golden Gateway redevelopment area and at the foot of Telegraph Hill and the rehabilitation of the historic warehouses for commercial use have launched the second life of this area. This land use transition included redevelopment on some of the Port's seawall lots. The seawall lots along the Embarcadero between Bay and Sansome Streets now contain two, four-story office buildings, and a two-story restaurant in the Francisco Bay Office Park, which incorporates a significant amount of landscaped public access space. In addition, the Belt Railroad Roundhouse, an historic landmark on SWL 318, was preserved and renovated for office use. These offices were developed prior to later legal interpretations that prohibited general office use on Port property. While the Port was successful in guiding the redevelopment of some of its property in the 1970s and early 80s, all subsequent development efforts have failed.

Today, the area is a stable, highly desirable district in which the remaining development opportunities fall within the Port's jurisdiction. The Port's remaining vacant or under-utilized seawall lots create a void of activity near the waterfront in spite of the vital land use activities that are adjacent inland. The seawall lots have recently been enhanced because of the demolition of the Embarcadero Freeway. In addition, the transportation, public transit, pedestrian and dedicated public access improvements currently under construction along the Embarcadero will further boost the attractiveness of these sites.

Objectives for the Northeast Waterfront Subarea

The Advisory Board has stated its particular desire to **activate this portion of the waterfront with day and nighttime uses**. The seawall lots in this stretch of the waterfront offer spectacular views and access to the Bay in a highly desirable section of the City. The five seawall lot sites which are currently used for parking lots or gas station do not contribute to the vitality of the area. Although these sites currently generate important revenue, they are among the few sites at the Port that have the potential to produce higher financial returns to fund

maritime-related investments. Their development will **enliven this stretch of the waterfront** and generate increased revenues to support Port operations. Uses of these sites should take advantage of and enhance the diverse mix of activities of this urban setting, where downtown commercial businesses and residential living meet the City's visitor-oriented activities in Fisherman's Wharf.

Part of the allure of the Pier 7-35 subarea is created by the presence of water-dependent activities. These operations help to maintain a diversity of land uses, as well as an atmosphere that is rooted in the waterfront's maritime history. **The maritime character of the area should therefore be preserved.** In particular, Piers 19-23 and 27-29 should continue to be used primarily for maritime-related businesses such as the current newsprint shipping and Foreign Trade Zone operations, as recommended in Phase I of the planning process.

Efforts should be made, however, to **provide viewing or other public access opportunities** that inform the public about the maritime operations. The Advisory Board also expressed support for integrating non-maritime activities in a way that does not interfere with maritime activities. This would be possible along the Embarcadero, and would provide activities that are more interactive with pedestrians.

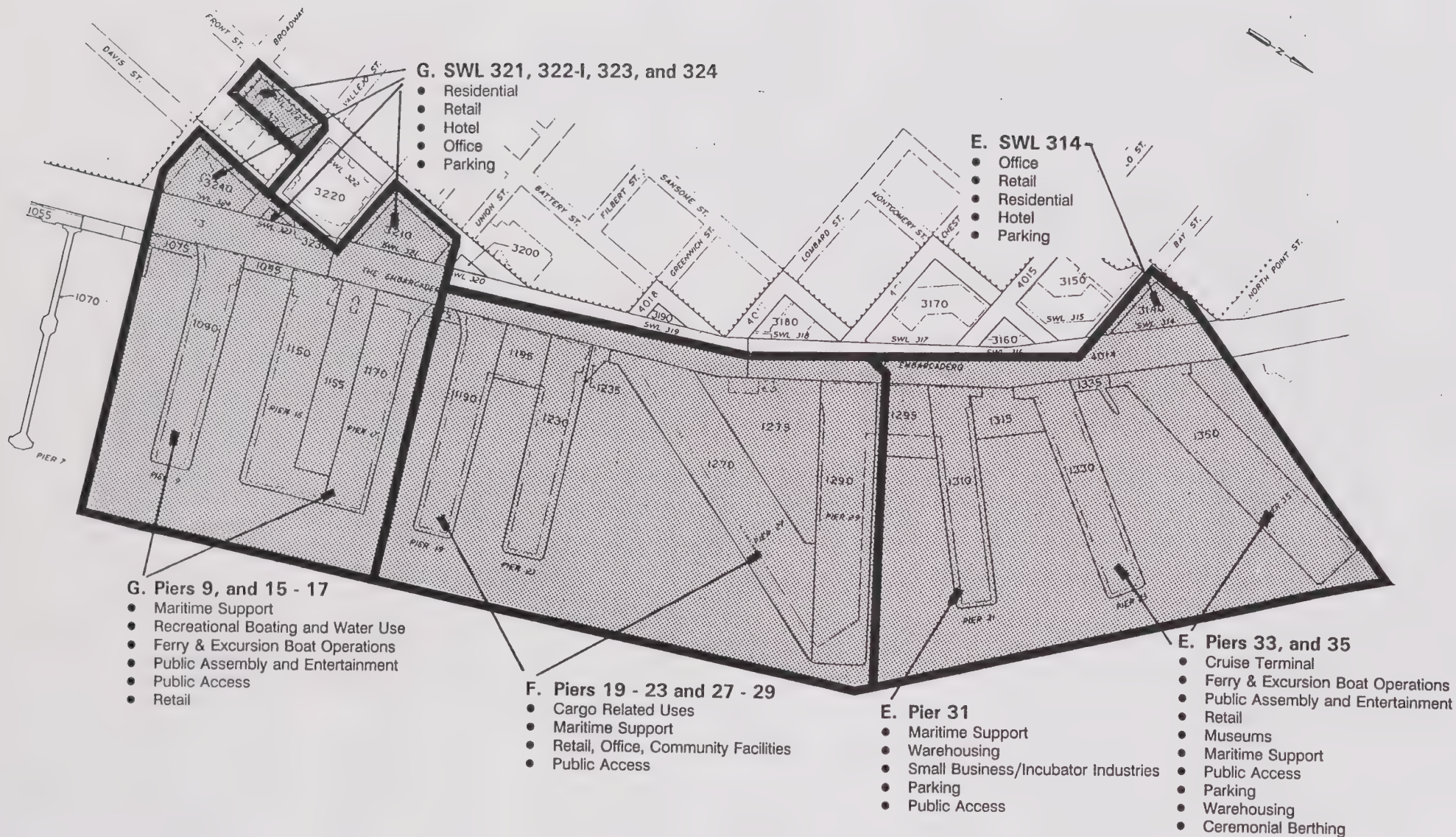
The Advisory Board has expressed the need to **coordinate planning of new seawall lot developments with activities on adjacent piers** across the Embarcadero. In this subarea, coordinated development between the waterside and landside will make the area more inviting and accessible to the public, capitalize on the area's maritime attributes, and provide economic benefits to the Port.

The Opportunity Sites

As indicated on the aerial view on the reverse of this page, three Opportunity Sites have been identified in the Northeast Waterfront Subarea:

- Site E: SWL 314, and Piers 31, 33, 35
- Site F: Piers 19-23 and 27-29
- Site G: SWL 321, 322-I, 323, 324, and Piers 9 and 15-17

The table which follows the aerial map provides details on the current uses of the sites; planned uses as indicated in existing planning documents; zoning districts; and current condition. A detailed analysis of each site, land use options and associated issues and comments follows the chart. In addition to the site-specific issues, there are general land use issues that apply wherever ♦ ♦ appears. The general issues may be found in the discussion which begins on page 26.



Northeast Waterfront Subarea						
Facility	Square Footage	Existing Use	Existing Plan Designations	Zoning Districts	Height District	Condition
Pier 33	130,000	Fishing industry, storage, warehousing	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Fair to good
Pier 31	128,000	Container packaging warehouse	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Fair to good
Pier 27-29	645,000	Marine terminal (newsprint), misc. offices	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Good
Pier 19-23	303,000	Foreign Trade Zone	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Good
Pier 15-17	411,000	Cotton warehouse, offices, tugboat and towboat operations	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Good
Pier 9	132,000	Offices, bar pilots, ferry and excursion boat support, warehousing, light industrial	MP: None SAP: Maritime	M-1, NWSUD #1	40-X	Good
SWL 321	44,000	Surface parking	MP: None SAP: Office, commercial, residential, parking	C-2, NWSUD #3	40-X	--
SWL 322-1	38,000	Surface parking	MP: None SAP: Office, commercial, residential, parking	C-2, NWSUD #3	84-E	--
SWL 323	3,000	Surface parking	MP: None SAP: Office, commercial, residential, parking	C-2, NWSUD #3	40-X	--
SWL 324	43,000	Surface parking, temporary construction staging	MP: None SAP: Office, commercial, residential, parking	C-2, NWSUD #3	84-E	--

KEY: see reverse

KEY:

MP = The City's Master Plan, including the Northeastern Waterfront Plan and the Central Waterfront Plan.

SAP = BCDC Special Area Plan. Special Area Plan provisions for seawall lots are recommendations only as these sites are outside of BCDC's jurisdiction.

TDP = BCDC Total Design Plan for the area from Pier 7 to Pier 24.

NWSUD #1 = Northern Waterfront Special Use District #1, under which only maritime uses are permitted uses; all non-maritime uses are conditional uses.

NWSUD #3 = Northern Waterfront Special Use District #3, under which only maritime and wholesale uses are permitted uses; non-maritime, large scale (3+ acres) and service station uses and projects which exceed the amount of required parking are conditional uses.

C-2 (Community Business) zoning permits a fairly wide variety of uses including dwellings, other housing, institutions, retail sales and personal services, offices, assembly and entertainment, home and business services and some automotive uses.

M-1 (Light Industrial) zoning permits all automotive uses, wholesaling and distribution, and some manufacturing and processing uses, in addition to all C-2 uses listed above.

M-2 (Heavy Industrial) zoning is the least restricted zoning class as to use, and permits most manufacturing uses in addition to all M-1 uses listed above, although many heavy manufacturing uses are permitted only as conditional uses or at considerable distances from residential districts.

Opportunity Site E: SWL 314 and Piers 31, 33, 35

This Opportunity Site lies at the doorstep to Fisherman's Wharf. All but one of the Port's adjacent seawall lots are developed with office and retail uses in an attractive landscaped settings. The remaining seawall lot, SWL 314, is closest to the Wharf and is currently leased for a gas station and carwash business. By coordinating the land uses on SWL 314, Pier 35 and possibly Pier 33, there is a unique opportunity to define the entrance to Fisherman's Wharf, one of San Francisco's most famous districts.

The uses on Piers 35 and possibly 33 could provide publicly-oriented activities, that are planned in conjunction with the development of SWL 314. Public access could include landside and waterside access improvements. The seawall lot is a valuable site to accommodate parking requirements for pier activities, or other mixed use developments that include parking.

Pier 31 is a transitional facility between the maritime industrial activities at Piers 27-29 and the visitor-oriented Wharf activities to the north. It is well-located to provide storage or other service functions in support of those maritime or Wharf activities. Alternatively, the existing shed space in Pier 31 could provide opportunities for general warehousing and small businesses and incubator industries.

Site E -- Land Use Options

Cruise Terminal	Ferry and Excursion Boat Operations
Hotel	Maritime Support
Museums	Office
Parking	Public Access
Public Assembly & Entertainment	Residential
Retail	Small Business/Incubator Industries
Warehousing	

Site E -- Land Use Options, Issues And Comments

Seawall Lot 314

Hotel ♦ ♦

Office ♦ ♦

(e.g. low-rise office building with accessory retail, parking)

Parking ♦ ♦

(e.g surface lot or garage, depending on intensity of uses on Piers 33 and 35)

Residential ♦ ♦

- If Pier 35 (and/or Pier 33) were used for public-oriented recreation attracting large numbers of people, then design measures would be necessary to minimize noise, traffic and other impacts on residents.

Retail ♦ ♦ (e.g. restaurants, sale of goods and services that are accessory to primary seawall lot use; could be neighborhood or visitor-serving depending on primary uses on-site and at Piers 33 and 35)

Piers 33, 35

Ceremonial Berthing ♦ ♦

Cruise Terminal

- Could continue on Pier 35 only, or as upgraded terminal on Piers 33 and 35.
- Inadequate bus, taxi, automobile parking and access, conflicts between passenger access and ship service functions. Amount of S.F. cruise business unlikely to be affected by quality of terminal. Current laws and industry trends do not favor major growth in S.F. cruise business.
- Although existing terminal at Pier 35 does not operate efficiently, close proximity to Fisherman's Wharf offers an advantage for cruise ship customers.

Ferry and Excursion Boat Operations ♦ ♦ (e.g. excursion boat terminal, including administrative office, storage, customer parking)

- Site offers good visibility from the Embarcadero, but not as close to downtown for business-oriented excursions as other site options. Adequate access to inland parking is questionable, which could result in need for parking on the pier.

Maritime Support ♦ ♦ (e.g. tug and tow)

Museums ♦ ♦

Parking ♦ ♦ (e.g. to serve needs of water-dependent activities or provide tour bus staging area for Fisherman's Wharf within existing pier shed)

- Should be considered if there is insufficient parking on inland sites or in Fisherman's Wharf.
- Would be efficient interim use without precluding other uses.

Public Access ♦ ♦

Public Assembly & Entertainment ♦ ♦ (e.g. events facility, amusement park)

- Would need to accommodate cruise ship schedules if cruise terminal also operated out of Piers 35 and/or 33.

Retail ♦ ♦ (e.g. accessory to primary pier uses)

Warehousing ♦ ♦ (e.g. general storage in existing pier shed)

- Would make efficient interim use of existing facilities without precluding other uses.

Pier 31

Maritime Support ♦ ♦

Parking ♦ ♦

(e.g. to serve water-dependent activities, or provide tour bus staging area for Fisherman's Wharf within existing pier shed)

- Should be considered if there is insufficient parking on inland sites or in Fisherman's Wharf.
- Would be efficient interim use without precluding other uses.

Small Business/Incubator Industries ♦ ♦

Warehousing ♦ ♦ (e.g. within existing pier shed)

- Would make efficient interim use of existing facilities without precluding other uses.

Public Access ♦ ♦**Site E -- Land Use Guidelines**

- Encourage more active uses on Pier 35 and seawall lot 314, to provide a visible gateway to the Fisherman's Wharf area.
- Retail uses on piers or seawall lots in this area should be secondary to the primary use.
- To the extent possible, SWL 314 should provide parking and support services for activities planned on Piers 35 and 33, and generate revenues for Port operations.
- Development on SWL 314 should be sensitively designed, particularly given its location at the entrance to Fisherman's Wharf, and should maintain the Bay Street view corridor.
- Preserve significant architectural and historic structures to the maximum extent feasible.

Opportunity Site F: Piers 19-23 and 27-29

Significant changes are not proposed for this Opportunity Site. The shipping and support service operations at Piers 19-23 and 27-29 should continue to maintain a part of the area's maritime tradition. These operations will continue to require truck transport of cargo, which will require sufficient truck access to these piers.

It is recognized that the Foreign Trade Zone cargo warehouse at Piers 19-23 is not a water-dependent activity. However, as a duty-free cargo storage facility with U.S. Customs inspection services, it is a maritime support operation that is especially important to the Port's cruise terminal. For that reason, the Foreign Trade Zone warehouse operator has expressed a desire to remain in close proximity to the Cruise Terminal. This warehouse operation is therefore not well-suited for relocation because the only potential relocation sites under Port jurisdiction are located in the southern waterfront. The warehouse operator has, however, expressed an interest in expanding to Pier 48, adjacent to Mission Bay.

One issue that deserves attention is the accommodation of public access and accessory commercial uses in the Pier 19-29 area. The bulkhead buildings and other structures interspersed between them, provide space that may not be necessary for maritime operations on the piers. These structures therefore provide opportunities for small-scale commercial uses and community services, and public access improvements. For example the Pier 23 restaurant between Piers 23 and 27 offers a unique and popular dining experience by capitalizing on views of the Bay and cargo ships docked at Pier 27-29. Other ancillary structures between the piers and the pier bulkhead buildings also could be used for activities that make this stretch of the waterfront more inviting to the general public.

Site F -- Land Use Options

Cargo-Related Activities
Public Access

Maritime Support Services
Retail, Office, Community Facilities

Site F -- Land Use Options, Issues and Comments

Cargo-Related Activities

Maritime Support ♦ ♦

Public Access ♦ ♦ (e.g. visual, informational)

Retail, Office, Community Facilities

(e.g. restaurants, personal services, community meeting space, maritime office)

- Could occupy existing buildings fronting on the Embarcadero that are surplus to water-dependent activities.
- Potential office use is prohibited under existing regulations, although two of the existing structures were designed for that use.

Site F -- Land Use Guidelines

- Maintain water-dependent activities and maritime support services on Piers 19-23 and 27-29, as long as they are feasible.
- Encourage public access activities and improvements to enliven the Embarcadero frontage adjacent to Piers 19-23 and 27-29, including restaurants, personal services and community facilities, provided they do not disrupt maritime operations.
- Preserve significant architectural and historic structures to the maximum extent feasible.

Opportunity Site G: SWL 321, 322-I, 323, 324, and Piers 9 and 15-17

This Opportunity Site provides the greatest potential to provide new activities invigorate the waterfront and generate revenue. The diverse mix of activities surrounding this area and the Pier 7 public access pier provide for a broad array of possibilities for Port property.

Pier 7 offers sweeping bay views, public space for programmed activities, and recreational fishing, sitting and strolling areas extending over 900 feet into the bay. With the demolition of the Embarcadero Freeway, Pier 9 and the nearby seawall lots are ideally suited to take advantage of this waterside amenity.

The potential development of seawall lot 321 raises questions regarding the long-term use of Pier 15-17. Pier 15-17 currently is used as a cargo warehouse, and was recommended to continue as such in Phase I. This is a particularly valuable facility for Port shipping operations because unlike most of the Port's narrow piers its double-wide (almost 500 ft.) pier deck accommodates the truck access requirements of modern cargo warehouses.

However, the cargo warehouse is not an operation that requires a pier location. The Pier

15-17 cargo warehouse reflects the Port's efforts to maximize the utility of its existing piers, particularly in light of the limited number of inland sites under Port jurisdiction that are suitable for warehousing. The Port's potential warehousing sites near the container shipping terminals in the southern waterfront are undeveloped and would require major capital investment to create.

Nevertheless the long-term use of Piers 15-17 should be considered as part of any redevelopment proposals for seawall lot 321, because the success of the seawall uses could be enhanced by converting Piers 15-17 to uses other than cargo warehousing. However, relocation sites for Piers 15-17 warehouse operations would have to be identified before redevelopment is allowed. Furthermore, any capital improvement expenses necessary for such relocation would have to be secured.

Site G -- Land Use Options

Ferry & Excursion Boat Operations	Hotel
Maritime Support	Office
Parking	Public Access
Public Assembly & Entertainment	Recreational Boating & Water Use
Residential	Retail

Site G -- Land Use Options, Issues and Comments

Seawall Lots 321, 322-I, 323, 324

Hotel ♦ ♦

Office ♦ ♦

Parking ♦ ♦ (surface lot or garage)

Residential ♦ ♦ (including parking, possibly accessory retail)

- Housing on seawall lot 321, or 323 and 324, could lead to conflicts between new residents and maritime operations on adjacent piers (e.g. truck access, noise).
- Introduction of a new resident population may inhibit reuse opportunities for Piers 9 and possibly 15-17, particularly if there are high levels of public use or nighttime activities.
- Residents would be impacted by traffic on Broadway and the Embarcadero. Creative use of setbacks and common open spaces, building orientation, landscaping, and sufficient access to off-street parking could mitigate these impacts.

Retail ♦ ♦ (e.g. restaurants, retail sales that are accessory to primary seawall lot use, or primary establishments similar to the Barnes & Noble bookstore at Jack London Square, or the 4th Street retail district in Berkeley).

Pier 9, 15-17

Ferry and Excursion Boat Operations ♦ ♦

(excursion boat terminal, including administrative office and parking)

- An excursion terminal at Pier 9 offers high visibility from the Embarcadero, close

proximity to downtown for business clients, and potential access to parking on adjacent seawall lots.

Maritime Support ♦ ♦

Public Access ♦ ♦

Public Assembly & Entertainment (e.g. amusement park, performing arts, convention space primarily considered for Piers 15-17)

- Good site for this use because of proximity to downtown and transit.
- Would attract people to water and provide an anchor activity between the Ferry Building and Fisherman's Wharf.
- Design of facility should address noise, lighting and other "nuisance" impacts associated with planned or scheduled activities, be oriented to maximize public benefit of the waterfront location and include a variety of public access improvements.
- Would likely generate traffic circulation impacts requiring mitigation and parking needs, which could at least be partially met on seawall lots.
- Could require building heights in excess of the existing 40 foot height limit. While views and Bay access on the pier itself would be enhanced, views of the Bay from points inland would be diminished.
- Any resulting displacement of existing maritime support services would require a plan to cover the relocation costs of those facilities.

Recreational Boating & Water Use ♦ ♦ (e.g. marina, sailing center for yachting events, rowing clubs)

- Would require parking, which could be provided on adjacent seawall lots.
- Relocation arrangements could be required for existing tug and pilot boat, ferry and excursion boats layovers.

Retail ♦ ♦ (e.g. restaurants, accessory retail sales, or primary use such as outlets)

Site G -- Land Use Guidelines

- Land uses on this Opportunity Site should take advantage and further enhance the value of the Pier 7 public access and fishing pier.
- Promote activities that complement the existing uses in the area.
- Maintain maritime support uses on Piers 15-17 for as long as there is a need. Alternate non-maritime uses may be considered only if the facility is declared surplus to the Port's maritime operations, or if acceptable other sites and resources are secured to allow relocation of existing uses.
- Parking requirements associated with land uses on piers should be provided on adjacent seawall lots to the extent possible, and should be coordinated with the development of other uses on those sites.¹⁵
- Maintain views of the Bay from Broadway.
- Preserve architectural and historic structures to the maximum extent feasible.

Ferry Building Subarea



The Ferry Building subarea extends from and includes the Pier 5 bulkhead building on the north and the Fire Station at Pier 22½, where the fire boats are docked, on the south. The focal point of this subarea is the Ferry Building, a City landmark also listed on the National Register of Historic Places.

Until the 1950s, the Ferry Building was the transportation hub for the entire region. More than 170 ferries arrived and departed each day from eight berths, with approximately 50 million riders per year passing through its gates. The building was said to be the world's second busiest terminal, behind London's Charing Cross Station.

Over time, transportation improvements, including construction of the bridges over the Bay, regional freeway expansion, and the creation of the Bay Area Rapid Transit system caused a dramatic decline in ferry ridership and service. Although in recent years there has been a resurgent interest in ferries, rider-

ship remains modest compared to historic levels. Nearly 1.4 million commuter and recreational passengers rode the ferries last year, and this number is expected to grow to over 2 million over the next decade, according to the Metropolitan Transportation Commission (MTC) Regional Ferry Plan.

In the early 1980s, all the finger piers between the Ferry Building and Pier 22 1/2 were removed and replaced with the Waterfront Promenade, a major public access improvement. Pier 5, north of the Ferry Building, likewise was removed. Except for the ferry operations adjacent to the Ferry Building, only minor maritime activities remain in this subarea, such as ferry and excursion boat layover and historic ship docking at Piers 1 and 3. Other land uses occurring on Port property in the Ferry Building subarea include offices, restaurants, retail, parking, public access and a service station.

The Ferry Building Subarea is adjacent to downtown San Francisco, the City's primary high-rise district, comprised of office uses (including the Embarcadero Center and One Market Plaza), hotels (including the Hyatt Regency, Griffen and Harbor Court) restaurants (including One Market, Boulevard, Harry Dentons, Bistro Roti and various Embarcadero Center restaurants) and other retail and commercial services.

The northern part of the subarea is adjacent to the Golden Gateway neighborhood, containing low to high-rise mixed residential and commercial development. The southern part of the subarea is adjacent to the Rincon Hill district and the Rincon Point redevelopment area, both of which

are former industrial areas. Rincon Hill has been rezoned for high-density, mixed commercial and residential development, as characterized by the recent Hills Plaza restoration project.

The Rincon Point redevelopment area has been approved for office and commercial uses and includes Port property between Howard and Harrison Streets that, in the near future, will become the Rincon Point Park, a new 4.5 acre public open space adjacent to a 14-story headquarters building for The Gap.

The Ferry Building Subarea is the subject of considerable attention in the aftermath of the Loma Prieta earthquake, which caused considerable damage to the Ferry Building. The demolition of the Embarcadero Freeway and connecting ramps to the Bay Bridge, reconnected the Ferry Building with the downtown area, opened the waterfront to the public, and heightened concern and interest in how Port property in the area is used. Land uses are now being re-evaluated as part of the City's Mid-Embarcadero and Terminal Separator replacement planning efforts.

The Mid-Embarcadero planning effort focuses on the type of transportation and open space improvements that should be carried out along the Embarcadero between Howard Street and Broadway. This planning area includes the area in front of the Ferry Building, Justin Herman Plaza and the former location of the Clay/Washington Street ramps. A related component of the Mid-Embarcadero planning work will be an analysis of whether the former ramps that connected the Embarcadero to the Bay Bridge (the "Terminal Separator") should be replaced.

These planning efforts raise major land use questions that impact the Ferry Building subarea. The land uses currently being considered for the west side of the Embarcadero between Mission and Washington Streets, primarily are public open space and ancillary commercial activities that provide year-round enjoyment of adjacent open space. A variety of land uses, from residential and commercial activities to an arena, will be considered as part of the Terminal Separator studies, depending on the size and location of replacement ramps.

The Mid-Embarcadero and Terminal Separator planning efforts are occurring at the same time as, but separate from, the Waterfront Plan process. Careful coordination must take place between these City planning processes and the Waterfront Plan to ensure there is consistent land use policy for the broader area.

Also underway are Port planning efforts for restoration of the Ferry Building, which the Port Commission has identified as one of its highest priorities. In July 1993, the Port hosted an intensive, two-day Ferry Building Workshop during which experts in the fields of urban design, architecture, economics, development and transportation developed preliminary design and development objectives for restoration of the Building.

Port staff has received grants to refine and test the feasibility of these conceptual plans. These site-specific planning efforts for the Ferry Building also must be carefully coordinated with the broader work of the Advisory Board.

Objectives for the Ferry Building Subarea

The Advisory Board has called the Ferry Building subarea the centerpiece of the waterfront and one of the highest priorities of the land use planning effort. Planning for this subarea provides the opportunity to address many other goals and policies developed by the Advisory Board.

First, **types and intensity of waterfront land uses should be balanced**, by including both **active, mixed-use areas** and areas where people can **escape the high intensity surroundings** and enjoy the Bay in a quieter setting. In general, the Ferry Building subarea is an active, mixed-use area that provides a range of activities and services for the downtown employees and residences of the area. Yet for the most part, Port properties in the area do not capture the economic benefits associated with these activities.

Nor are the historic **Ferry Building and Agriculture Building** achieving their full potential as **destinations in their own right**. For those seeking activities to draw them to the water, there are plenty of opportunity sites that could be developed for restaurants, retail activities, convention facilities, public assembly spaces, museums and other lively activities in the Ferry Building subarea.

On the other hand, for those seeking a quiet place to enjoy the waterfront, there is enough space in the Ferry Building subarea to provide less active space along the Promenade, the Ferry Plaza or the future Rincon Point Park to escape from the hustle and bustle of downtown activities.

Second, the Advisory Board also expressed its desire to **optimize use of space in existing facilities**, in a sensitive manner. The Ferry Building subarea offers a prime opportunity for renovation of existing structures and facilities, particularly the landmark Ferry and Agriculture Buildings.

Reuse of the Agriculture Building and Ferry Building should **preserve and enhance the character** of these facilities, **emphasize the civic importance** of the facilities and **provide a mix of uses** to serve San Franciscans and visitors alike.

Third, redevelopment of the area should **maximize convenience of transit connections** and be coordinated with a circulation system that integrates transportation modes and uses the Embarcadero as the main arterial for the movement of waterfront goods and people. In particular, **ferries and water taxis should connect waterfront activities and businesses**.

The Waterfront Transportation Projects, including the Embarcadero Roadway, the Muni-Metro Turnaround and Extension and the F-line Extension, when completed, will emphasize the role the Ferry Building plays in moving people in and out of the City and the role the Embarcadero plays in moving goods and services up and down the waterfront. Redevelopment of the Ferry Building and environs should both enhance these transportation experiences and take advantage of the access the waterfront transportation improvements will provide. This is a prime area to **provide physical and visual connections between landside and waterside activities**.

Fourth, efficiently-planned parking and loading facilities should be provided to serve Ferry Building area activities. The Mid-Embarcadero transportation and open space improvements

contemplate eliminating a considerable amount of parking around the Ferry Building (e.g., existing median and curbside parking).

The projected loss of parking will result in significant lost revenue to the Port, is a key concern to the Port's tenants in the area (particularly the restaurants), and represents a stumbling block for efforts to redevelop the Ferry Building and Agriculture Building. The projected loss of parking and the need to replace it to serve existing and future Port tenant activities provides the impetus for a creative solution to rationalize the parking in the area.

The Opportunity Sites

As indicated on the aerial view on the opposite page, three Opportunity Sites have been identified in the Ferry Building Subarea:

Site H:	Ferry Building, Agriculture Building, Ferry Plaza, and Pier ½
Site I:	Piers 1 and 3; Pier 1½, 3 and 5 Bulkhead Buildings; and SWL 351
Site J:	SWL 327 and 348 and Pier 22½

The table which follows the aerial map provides details on the current uses of the sites; planned uses as indicated in existing planning documents; zoning districts; and current condition. A detailed analysis of each site, land use options and associated issues and comments follows the chart. In addition to the site-specific issues, there are general land use issues that apply wherever ♦ ♦ appears. The general issues may be found in the discussion which begins on page 26.

Opportunity Site H: Ferry Building, Agriculture Building, Ferry Plaza and Pier ½

The Ferry Building and the Agriculture Building are both historic properties that are nearing the end of their useful lives. Renovation of these buildings is therefore necessary if they are to be returned to their historic grandeur. The recent Ferry Building workshop resulted in recommendations to reinstate the public importance of the Ferry Building and incorporate other uses to generate revenues to help finance the renovation.

The land use options below reflect preliminary development guidelines and land use suggestions from the Workshop along with additional land use suggestions made during the Advisory Board meetings.

Although to date, less focus has been placed on the renovation of the Agriculture Building, it is expected that uses for the building would complement and reinforce uses in the Ferry Building. For example, the Ferry Building workshop recommendations included tie ups and docking for transient sailing and motor boats and a historic vessel just south of the Agriculture Building as a means of enlivening and integrating it with the Ferry Building.

H. Ferry and Agriculture Buildings, Ferry Plaza, and Pier 1/2

- Ferry and Excursion Boat Operations
- Recreational Boating and Water Use
- Historic Ships
- Transit Facilities
- Museum/Visitor Center
- Office
- Public Assembly and Entertainment
- Retail
- Public Access
- Parking
- Ceremonial Berthing

I. SWL 351

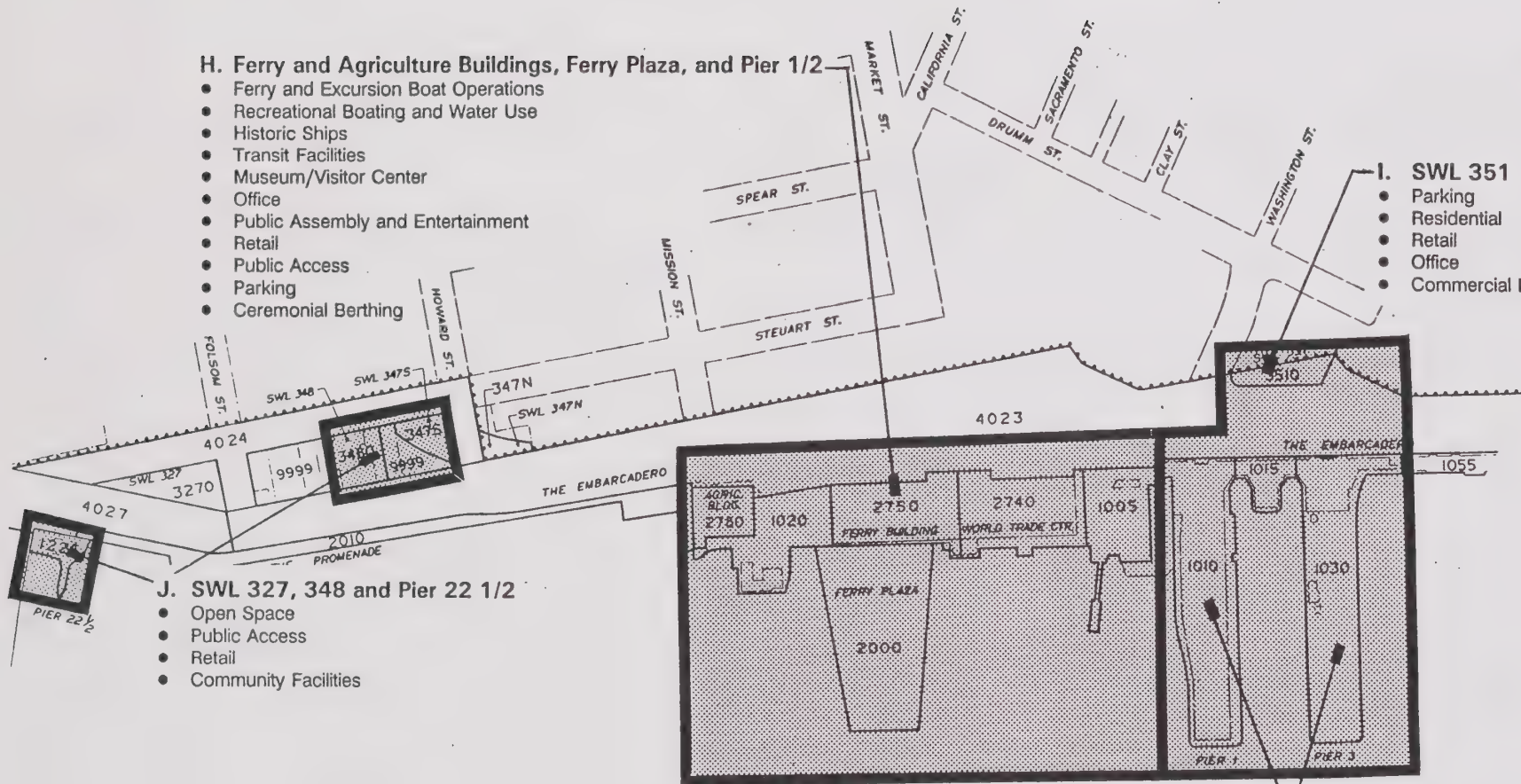
- Parking
- Residential
- Retail
- Office
- Commercial Recreation Facility

J. SWL 327, 348 and Pier 22 1/2

- Open Space
- Public Access
- Retail
- Community Facilities

I. Piers 1 and 3, Piers 1 1/2 and 5 Bulkhead Buildings

- Ferry and Excursion Boat Operations
- Maritime Office
- Retail
- Public Academic Institutions
- Public Assembly and Entertainment
- Hotel/Boatel
- Commercial Recreation Facility
- Public Access
- Parking
- Museums
- Office (in bulkhead buildings only)



Land Use Options
Ferry Building Subarea
 October 1, 1993

Ferry Building Subarea						
Facility	Square Footage	Existing Use	Existing Plan Designations	Zoning Districts	Height District	Condition
Pier 5 Bulkhead Building	21,000	Misc. office	MP: Remove Pier 5 bulkhead building TDP: Remove northerly 75 feet of bulkhead building, open central archway, provide public access	C-2, NWSUD #1	84-X-1	Fair
Pier 3	111,000	Ferryboat Santa Rosa, Hornblower and other offices, public access, temporary surface parking	MP: Office and community facility (120,000 sq. ft.), peripheral public access, office, historic ships, plaza at end of pier, remove northerly portion of bulkhead building TDP: Same as MP	C-2, NWSUD #1	84-X-1	Fair
Pier 1½ Bulkhead Building	15,500	Misc. office, related parking	MP: Museum and/or offices, public circulation TDP: Same as MP	C-2, NWSUD #1	84-X-1	Fair
Pier 1	117,000	Permit parking, misc. office, Pier 1 Deli, Golden Gate Ferry lay berth	MP: Remove parking, allow 3-story structure with office, exhibition, minor commercial space, peripheral public access TDP: Same as MP	C-2, NWSUD #1	84-X-1	Fair
SWL 351	16,000	Service station, public parking (under lease until 1996)	MP: None TDP: None	RC-4	84-E	--
Ferry Building *	285,000 (Gross Building Area)	Port and World Trade Center offices, World Trade Club, ferry berths, convenience retail	MP: Office, commercial recreation, shops and restaurants, public access, additional ferry berths, plaza in front TDP: Same as MP	C-2, NWSUD #1	84-J	Fair (damaged in 1989 earthquake)
Ferry Plaza	127,000	Restaurants, ferry terminal, open space	MP: Minor outdoor commercial uses, retain existing commercial uses, relocate north ferry berth to south side of plaza	C-2, NWSUD #1	84-J	Good (minor earthquake damage)
SWL 348 and 327: Rincon Point Park (In Rincon Point Redevelopment Project Area)	200,000	Public right-of-way, temporary construction staging	MP: Park, open space, 12,000 square foot restaurant site TDP: Same as MP	C-2, P, C-3-S, M-1; NWSUD #1	84-X-2, 65-X	--
Agriculture Building	22,000	Office, storage	MP: Restaurants, dining club, remove parking TDP: Same as MP	C-2, NWSUD #1	84-J	Fair

* Ferry Building is exempt from some BCDC land use restrictions due to its historic landmark status, which offers greater flexibility in its reuse.

(Key: see reverse)

KEY:

MP = The City's Master Plan, including the Northeastern Waterfront Plan and the Central Waterfront Plan.

SAP = BCDC Special Area Plan. Special Area Plan provisions for seawall lots are recommendations only as these sites are outside of BCDC's jurisdiction.

TDP = BCDC Total Design Plan for the area from Pier 7 to Pier 24.

NWSUD #1 = Northern Waterfront Special Use District #1, under which only maritime uses are permitted uses; all non-maritime uses are conditional uses.

NWSUD #3 = Northern Waterfront Special Use District #3, under which only maritime and wholesale uses are permitted uses; non-maritime, large scale (3+ acres) and service station uses and projects which exceed the amount of required parking are conditional uses.

C-2 (Community Business) zoning permits a fairly wide variety of uses including dwellings, other housing, institutions, retail sales and personal services, offices, assembly and entertainment, home and business services and some automotive uses.

M-1 (Light Industrial) zoning permits all automotive uses, wholesaling and distribution, and some manufacturing and processing uses, in addition to all C-2 uses listed above.

M-2 (Heavy Industrial) zoning is the least restricted zoning class as to use, and permits most manufacturing uses in addition to all M-1 uses listed above, although many heavy manufacturing uses are permitted only as conditional uses or at considerable distances from residential districts.

Site H -- Land Use Options

Ceremonial Ships	Historic Ships
Ferry and Excursion Boat Operation	Museum
Office	Parking
Public Access	Public Assembly & Entertainment
Recreational Boating & Water Use	Retail
Transit Facilities	

Site H -- Land Use Options, Issues and Comments

Ceremonial Ships ♦ ♦

Ferry and Excursion Boat Operations ♦ ♦

- Physical capacity for additional vessels may not be sufficient to accommodate significant industry growth.

Historic Ships ♦ ♦

Museum ♦ ♦ (e.g. museum of San Francisco history or other visitor-type center)

Office ♦ ♦

- BCDC exemption for National Register-listed historic buildings allows general office use in the building.

Parking ♦ ♦

- On site or nearby short term parking and auto drop off space is necessary to serve Ferry and Agriculture Building and restaurant operations, but there is resistance to providing parking on the waterfront.

Public Access ♦ ♦

Public Assembly & Entertainment ♦ ♦ (e.g. conference facilities)

- May not generate sufficient revenue to finance all building renovations.

Recreational Boating & Water Use ♦ ♦ (e.g. transient boat mooring)

- Must be carefully located to avoid navigation and operational conflicts with ferry and excursion operations.

Retail ♦ ♦ (e.g. public market, local or visitor-oriented goods and services)

Transit Facilities ♦ ♦ (Amtrak, Airport Hovercraft, Water Taxi)

Site H -- Land Use Guidelines

- The Ferry Building should be preserved as an important public building and intermodal regional transportation terminal.

Ferry Building

- The original facade and design of the Ferry Building should be restored wherever possible and should connect the downtown to the water.
- Activities and circulation should enliven the Ferry Building and make it a destination point in its own right.
- Transportation is and should be the primary theme and focus of the Ferry Building.
- The Ferry Building's ground level should be opened up to encourage access to and visibility of the waterfront and to boost connections between water and land based modes of transportation.
- Accessory retail use to respond to ferry rider needs should be incorporated in or adjacent to the Ferry Building.
- Uses of the building should include public and commercial uses.
- The Agriculture Building and Ferry Plaza should be renovated and integrated with the Ferry Building and environs.
- Parking facilities to serve the Ferry Building area should be shared for day time, evening and weekend activities and should not interfere with access to, or enjoyment of, the waterfront.

Opportunity Site I: Piers 1 and 3; Pier 1 ½, 3 and 5 Bulkhead Buildings; and SWL 351

Piers 1, 3, and 5 are just north of the Ferry Building and SWL 351 is immediately across the street from these piers, just north of Washington Street. The pier buildings, which are highly rated for their architectural and historic significance, were previously cut off from the City by the Embarcadero Freeway, and will be greatly enhanced by the Mid-Embarcadero replacement project and the related open space planned to complement the Ferry Building and environs. The key planning issue for this Opportunity Site is to determine possible land uses that would complement but not compete with the uses proposed for the restored Ferry and Agriculture Buildings.

During Phase I of the planning process, part of Pier 3 was recommended for expansion of ferry and excursion operations and for docking of historic ships, such as the Santa Rosa which houses the administrative offices of the Hornblower Dining Yachts. The rest of the Pier and the Pier 5 bulkhead building were recommended for consideration for non-water dependent activities in Phase II.

Site I -- Land Use Options

Commercial Recreation Facility
Hotel
Museum
Parking
Public access
Residential

Ferry & Excursion Boat Operations
Maritime Office
Office
Public Academic Institutions
Public Assembly and Entertainment
Retail

Site I -- Land Use Options, Issues and Comments

Piers and Bulkhead Buildings

Commercial Recreation Facility ♦ ♦

(e.g. YMCA-type facilities, operated on a pay as you go basis, providing community programs and services.)

- May require new interpretations of existing public trust restrictions.

Ferry and Excursion Boat Operations ♦ ♦ (e.g. excursion boat terminal)

- Although close to downtown, this area may not be the best location for these uses because there is not good visibility from the Embarcadero.
- May require dredging for excursion boat operations.

Hotel ♦ ♦ (e.g. "boatel", overnight lodging with waterside boat access for customers)

Maritime Office ♦ ♦ (e.g. possible relocation area for Port of San Francisco offices if displaced from Ferry Building.)

- Highly attractive office location because of proximity to downtown.

Museum ♦ ♦

Office ♦ ♦ (e.g. in Pier 1-1/2 and 5 bulkheads only)

- Much of the building space in these bulkheads already is improved and used historically for general office purposes.

Parking ♦ ♦ (e.g. bus parking and staging area to serve the Ferry Building transit and conference facilities)

- Should be hidden from view if on piers, perhaps in or behind structures.
- Parking currently allowed by BCDC as an interim use in Pier 1; long-term use would require further review.

Public Academic Institutions ♦ ♦ (e.g. university extension classes, art school, educational and cultural programs)

- May not be allowed under existing regulations.

Public Access ♦ ♦ (piers only)

Public Assembly and Entertainment ♦ ♦ (e.g. convention facilities)

- Must be evaluated in conjunction with uses for the Ferry Building in order to avoid oversupply.

Retail ♦ ♦ (e.g. public market, bazaar, local or visitor-serving goods and services)

- May compete with retail activities considered for the Ferry Building.

(Seawall Lot 351)

Commercial Recreation Facility *See above discussion for Piers and Bulkhead Building.*

Office *See above discussion for Piers and Bulkhead Building.*

Parking *See above discussion for Piers and Bulkhead Building.*

Residential ♦ ♦

- Could be integrated with adjacent Golden Gateway Development.

Retail *See above discussion for Piers and Bulkhead Building.*

Site I -- Land Use Guidelines

- Land uses should take advantage of and further enhance the Pier 7 public access and fishing pier.
- Promote public oriented activities that complement the existing uses in the area and the proposed transportation-related functions planned for the Ferry Building.
- Design of new development should respect the characteristic of nearby development, particularly the Golden Gateway project, the Ferry Building and the Mid-Embarcadero open space improvements, once designed.
- Encourage development that will generate surplus revenues to fund public amenities, capital investment and maintenance at the Port.
- Efforts should be made to preserve the Piers 1, 1½, 3 and 5 bulkhead buildings, if feasible.

Opportunity Site J: SWL 327 and 348 and Pier 22½

Rincon Point Park will be created by realigning of the Embarcadero onto Steuart Street, between Howard and Harrison Streets, in connection with the Waterfront Transportation Projects. The park site, which will be made up of portions of seawall lots 327 and 348, former Beltline Railroad right-of-way and former Folsom Street and Embarcadero right-of-way, is located within the Rincon Point Redevelopment Project Area, and comprises over 4½ acres. This Opportunity Site includes the Pier 22½ fire station and the two Port fireboats.

This site has been planned as a major waterfront park and includes a 12,000 sq. ft. restaurant site. The restaurant would provide commercial activity in the park. In addition, the restaurant will generate ground lease rental revenues for the Port.

The Redevelopment Agency has been negotiating with a developer for an adjacent office site, and the developer has tentatively agreed to pay for land acquisition and construction costs for the park. The exact location and type of restaurant have not yet been determined, but it is expected to be compatible with its waterfront location.

Site J -- Land Use Options

Community Facilities
Public Access

Open Space
Retail

Site J -- Land Use Options, Issues and Comments

Community Facilities (e.g. Pier 22 1/2 fire station)

Open Space

- The main issue will be whether the open space should be oriented towards residents or downtown employees, and what facilities should be provided.

Public Access ♦ ♦

Retail (e.g. restaurant)

- Local concerns about the type and amount of retail or restaurant space.

Site J -- Land Use Guidelines

- Public recreation and open space should be the primary land uses on this site.
- The design and uses of Rincon Point Park should appeal to both residents and downtown office employees, to the greatest extent possible.
- The design of the park should relate to its waterfront location, and should protect and enhance views of the Bay.
- The existing fireboats and fire station facilities at Pier 22 1/2 should remain and should be emphasized in any design for the park.

South Beach/Mission Bay Subarea (Piers 24-64)



This area spans the waterfront from the Bay Bridge to the shoreline just south of Mariposa Street. China Basin Channel bisects this area into two districts: the area north of the channel is referred to as the South Beach District; the area on the southside of the channel is the Mission Bay District.

Historically, this area was dominated by industry, maritime uses and railroad terminals. Most of the piers were constructed between 1912 and 1930 to serve the

commercial breakbulk shipping industry. Activity in the area was at its peak during World War II, when breakbulk shipping was still flourishing and countless Navy vessels were serviced at area facilities. While the development of the interstate highway system and growth of the trucking industry made the large rail freight yards obsolete, the development of container cargo shipping rendered the breakbulk finger piers unsuitable for most maritime commerce.

At one time there were seventeen finger piers in active use along this stretch of the waterfront. Today, three of those have been demolished (Piers 42, 44, 46A); three are condemned (Piers 24, 34, 64); and four are mostly vacant (Piers 30, 32, 36, and 38). Only four of the piers accommodate active water-dependent uses on a regular basis: (Pier 26 - divers and underwater construction; Pier 46B - Port maintenance and tug and tow operations; Pier 50 - ship repair; and Pier 54 - tug and tow operation.) Pier 28 is temporarily used for fishing, pending completion of the Pier 45 project. Several piers are used for a variety of cargo support services or other ancillary uses. Occasionally, a few of the piers are used for temporary purposes such as berthing for visiting ships, top-side ship repair, construction lay-down, parking, short-term events etc.

The decline in demand for these facilities for water-dependent uses was noted nearly twenty years ago in the BCDC *Special Area Plan*. However, with the exception of the removal of Piers 42, 44 and 46A to accommodate the development of the South Beach Marina, regeneration of economic activity on these piers has not occurred.

While little positive change has occurred on the waterside, the adjacent uplands in this area are being dramatically transformed:

- In the South Beach District, the Redevelopment Plan for the South Beach area and the Rincon Hill Special Use District have produced a new residential community along the Embarcadero. To implement the Redevelopment Plan, the State Legislature adopted

legislation freeing Port seawall lots 331, 332 and 333 from public trust use restrictions for 66 years, thereby permitting construction of hundreds of housing units with revenue to the Port going to subsidize other public trust uses and activities. In addition, a number of residential developments on private property have been completed including Bayside Village, Bay Crest Towers and others.

- In the Mission Bay District, a development agreement between Catellus Development Corporation and the City/Port adopted in 1991 provides for creation of a new residential neighborhood and employment center, with substantial open space development along the waterfront.
- The completion of the Waterfront Transportation Projects, now under construction, will further enhance and transform the entire subarea, introducing MUNI-Metro light rail transit into this corridor. In addition, decisions regarding replacement of the Terminal Separator ramps, and associated land uses could significantly influence both the character and accessibility of the subarea. New uses that have been discussed for parcels, if any, that are freed up by the ramp replacements include downtown office, residential and commercial services, and a ball park or arena facility.

With these changes, this area is ready to experience long anticipated revival. To be successful, this effort must balance the Port's need to preserve opportunities for water-dependent industries and to generate substantial trust revenues from surplus maritime facilities, with the needs of the emerging residential communities in this area.

In Phase I of the Waterfront Plan process, this area was carefully reviewed and facilities that had potential utility for present and future water-dependent and ancillary uses were reserved. The conclusion was that Piers 48, 50 and 54 and adjacent backlands in the Mission Bay District were viable facilities for water-dependent activities. The remainder of the waterfront in this District was designated for recreational boating and water-related uses (kayaking, rowing boat storage and repair etc.) Commercial recreation opportunity sites are limited to Pier 52 and the waters edge for related service facilities (e.g. bait shop /water-oriented retail, restaurants).

In the South Beach District, however, a number of the finger piers and seawall lots were either considered surplus or received only tentative designations as water-dependent use sites. Only Piers 30-32, and the South Beach Marina were reserved for maritime uses, with the Piers 30-32 designation contingent upon development of a new cruise ship terminal at that location. Piers 24 and 34 were deemed surplus, with Piers 26, 28, 36, 38 and 46B subject to further evaluation of potential land use alternatives during Phase II of the planning process.

Piers 24 and 34 are condemned, and are therefore closed to public access of any kind. If BCDC regulations were amended to allow credit for fill removal to be used at other locations where "new" fill would be required to strengthen viable pier substructures, it would enhance the economic feasibility of removing at least a portion of these piers. State legislation probably would be required in order to satisfy the Attorney General on this point.

Objectives for the South Beach/Mission Bay Subarea

The Advisory Board identified a number of goals and policies that are relevant to this subarea. This section highlights several objectives that require special consideration.

The objective that **waterfront activities be compatible with land uses in adjacent neighborhoods and business districts** is particularly critical here because the adjacent uses are residential. The Mission Bay Specific Plan strived to meet this challenge by providing buffer zones between the planned residential communities and maritime activities on the waterfront by designating a large area west of Terry Francois Blvd. (China Basin Street) for wetlands, parks, and recreational uses. In addition, several acres of backlands were reserved next to Piers 48 and 50 to ensure the continued viability of these piers for maritime uses. There are, however, a number of issues that still have to be resolved. For example, the final design for the waterfront parks must address the need for adequate space for boat launching and trailer parking. Also, final design work should attempt to minimize potential conflicts between trains, automobiles and pedestrians on Terry Francois Blvd. New uses proposed for this Opportunity Site should provide services and amenities oriented to the park visitors and local residents.

Ensuring compatibility of uses within the South Beach district will be more difficult because existing residential uses along the Embarcadero limit the potential to use large land areas to buffer uses. Even though activity on the Bay side is minimal at this time, and is strictly maritime in character, complaints about noise from excursion boats, unsightly ships docked at temporary berths, and top-side ship repair activities evidence the potential for conflicts. In order to strike a balance between these uses, the Port must maintain open communication with local residents at each stage of the planning and development process.

There are, of course, many positive changes that development could bring. Advisory Board goals to **make the waterfront inviting, accessible and safe, both day and night, and to provide maximum feasible public access** for a full range of user groups, can be achieved through waterfront development here. Design of amenities such as increased public access, aesthetic upgrades, and opportunities for resident serving businesses, should reflect input from neighborhood residents and merchants.

In turn, local residents must be open to the Port's need to **transform public property in this area into a productive asset for the public trust**. Trust property must be used in a manner that fosters statewide goals for navigation, maritime commerce, fisheries and recreation. The Port's willingness to accept historic, and low, industrial rates of return on seawall lots developed for affordable housing in this area contributed to the transformation of the neighborhood. The promise held out to the Port was that redevelopment would increase the revenue potential of its adjacent property in the long term. Given the Port's dire financial condition, local residents should be mindful of the general public interest in approaching development issues.

The objective of **preserving view corridors** is also very important in this area. It is important to maintain visual access to the open expanse of the Bay from local streets particularly in the South Beach district where the Bay Bridge access ramps and abutments along the natural hillside of Rincon Hill create a sense of enclosure on the inland side. However, because several seawall lots and piers are now vacant, it is not reasonable to assume that views from all existing uses can, or should be, maintained.

In the Mission Bay district, comprehensive planning ensured street layouts that protect and enhance view corridors to the Bay. Catellus Development Corp. contributed to this result by agreeing to pay the Port market rent to use Port land to meet open space requirements for its development. Development eastward of Terry Francois Blvd. should have low profiles, similar to existing structures in the area, in areas where view corridors have been identified in the Mission Bay Plan.

The objective that new and existing development should take full advantage of **shared parking facilities for daytime, evening and weekend activities** is also applicable here. This area is ideally located to serve the function of providing intercept parking for travelers arriving from the Peninsula along I-280-King Street exit, and possibly from new Bay Bridge access ramps. The availability of MUNI-Metro along the Embarcadero in this vicinity could lure long distance travelers out of their automobiles, relieving congestion further north on the Embarcadero and on downtown streets. In addition, any parking facilities so used in the daytime, would be available for public assembly and entertainment uses in the evening and on weekends.

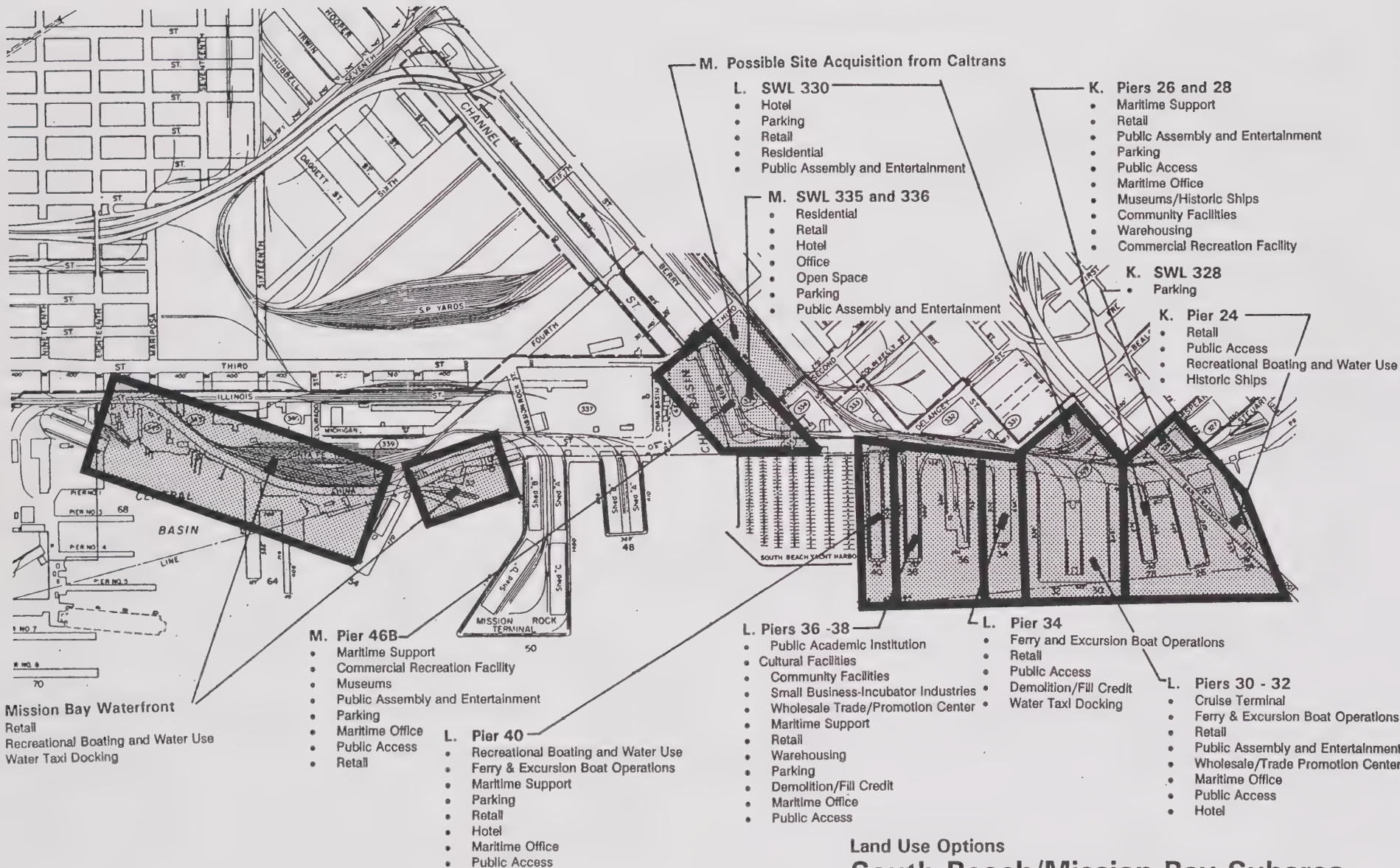
Finally, the objective that **non-maritime uses on Port property should complement or be compatible with existing and planned maritime activities** provides guidance for new commercial uses on the Mission Bay waterfront area. Phase I designated the area between Piers 50 and 66 for recreational boating and water use activities. New parks will be developed across the street as part of the Mission Bay project. Opportunities exist for new small scale commercial uses and public access to complement those activities, in addition to retaining the existing Boat Clubs and other small businesses that serve that function. For example, the Pier 52 site, available in the year 2000 or sooner upon expiration or termination of the A.T. and S.F. railroads long term lease, provides a new opportunity for waterfront access and water-oriented retail to serve boaters and recreational uses.

The Opportunity Sites

As indicated on the aerial view on the opposite page, four Opportunity Sites have been identified in the South Beach/Mission Bay Subarea:

- Site K: Piers 24, 26, 28 and SWL 328
- Site L: Piers 30-32, 34, 36, 38, 40, and SWL 329 and 330
- Site M: Pier 46B, SWL 335 and 336
- Site N: Mission Bay District Waterfront, East of China Basin Street; Excluding Pier 48, 50 and 54 and Related Backlands

The table which follows the aerial map provides details on the current uses of the sites; planned uses as indicated in existing planning documents; zoning districts; and current condition. A detailed analysis of each site, land use options and associated issues and comments follows the chart. In addition to the site-specific issues, there are general land use issues that apply wherever ♦ ♦ appears. The general issues may be found in the discussion which begins on page 26.



Land Use Options
South Beach/Mission Bay Subarea
 October 1, 1993

South Beach/Mission Bay Subarea

Facility	Square Footage	Existing Use	Existing Plan Designations	Zoning Districts	Height District	Condition
Pier 24	123,000	Vacant - condemned; pier shed and bulkhead building have been removed	MP: Office, restaurant, commercial recreation, public assembly, maritime, community facilities, public access, historic ships TDP: Same as MP.	C-2, NWSUD #1	84-X-2	Condemned
Pier 26	157,000	Misc. office, storage, warehousing, light industrial	MP: Maritime SAP: Maritime, public access, commercial recreation, residential and small-scale office	M-1	40-X	Fair to good
Pier 28	105,000	Misc. office, storage, fishing industry	MP: Maritime SAP: Maritime, public access, commercial recreation, residential and small-scale office	M-1	40-X	Fair to good
SWL 328	27,000	Surface parking (40 year lease for adjacent Joseph Magnin Warehouse renovation)	MP: None SAP: None Rincon Hill Plan: Commercial and industrial	M-1, Rincon Hill SUD	84-X	Bay Bridge tower footing, easement are site restrictions
Pier 30-32	574,000	Temporary ship berthing, surface parking, construction staging, Red's Java House, public access	MP: Maritime SAP: Residential and small-scale office	M-2	40-X	Good
Pier 38	149,000	Misc. office, storage	MP: Maritime SAP: Maritime, commercial recreation, public access	M-2	40-X	Fair
Pier 40 (In South Beach Redevelopment Project Area)	89,000	Storage, Misc. office, maritime crafts	MP: Boat repair, chandlery, boat sales and rental, 400 slip marina SAP: Marina, commercial recreation Redevelopment Plan: Marina and related uses	M-2	40-X	Fair to good
Pier 46B	174,000	Port maintenance facility, warehousing, industrial, tugboat and towboat operations	MP: Port maintenance and maritime, or mixed use and parking if not needed for maritime SAP: Maritime or commercial if not needed for maritime	M-2	40-X	Good

Facility	Square Footage	Existing use	Existing Plan Designations	Zoning Districts	Height District	Condition
SWL 335/336	160,000	Port maintenance yard, industrial, warehouse	MP: None SAP: Mixed use, predominantly residential	M-2	40-X	Fair to good
Area east of China Basin Street (Pier 50½, 52 and 54½)	165,000	Boat clubs, Olive Oil's Restaurant, Misc. offices, boat ramp	MP: Container facility SAP: Port priority area (pending designation by BCDC)	M-2	40-X	Fair to poor (Pier 64 is condemned)
Central Basin (SWL 345 and Pier 64 1/2)	190,000	Restaurants, public recreation, open space, boatyards, marina	MP: Improve existing recreation area, including waterfront park and marina SAP: Same as MP	P	40-X	Fair
SWL 329/330	125,000	Surface parking	MP: Truck and rail parking, maritime support SAP: Mixed-use, predominantly residential	M-2	105-F	--
Pier 34	95,000	Vacant, condemned	MP: Maritime SAP: Maritime, commercial recreation, public access	M-2	40-X	Condemned
Pier 36	122,000	Minor storage	MP: Maritime SAP: Maritime, commercial recreation, public access	M-2	40-X	Fair

KEY:

MP = The City's Master Plan, including the Northeastern Waterfront Plan and the Central Waterfront Plan.

SAP = BCDC Special Area Plan. Special Area Plan provisions for seawall lots are recommendations only as these sites are outside of BCDC's jurisdiction.

TDP = BCDC Total Design Plan for the area from Pier 7 to Pier 24.

NWSUD #1 = Northern Waterfront Special Use District #1, under which only maritime uses are permitted uses; all non-maritime uses are conditional uses.

NWSUD #3 = Northern Waterfront Special Use District #3, under which only maritime and wholesale uses are permitted uses; non-maritime, large scale (3+ acres) and service station uses and projects which exceed the amount of required parking are conditional uses.

C-2 (Community Business) zoning permits a fairly wide variety of uses including dwellings, other housing, institutions, retail sales and personal services, offices, assembly and entertainment, home and business services and some automotive uses.

M-1 (Light Industrial) zoning permits all automotive uses, wholesaling and distribution, and some manufacturing and processing uses, in addition to all C-2 uses listed above.

M-2 (Heavy Industrial) zoning is the least restricted zoning class as to use, and permits most manufacturing uses in addition to all M-1 uses listed above, although many heavy manufacturing uses are permitted only as conditional uses or at considerable distances from residential districts.

Opportunity Site K: Piers 24, 26, 28 and SWL 328

This Opportunity Site is a transition zone between the promenade and the emerging South Beach neighborhood. The area is bisected by the Bay Bridge abutments, and the Bay Bridge is the most prominent visual feature of the area. The realignment of the Embarcadero along Steuart Street, the completion of the MUNI-Metro light rail line along the median, and the creation of the Rincon Point Park adjacent to the Promenade will change the character of this area. New development should be oriented to these amenities, and enhance the use and enjoyment of both.

There are a number of land use decisions pending in this area that will affect the feasibility for reuse of Piers 26 and 28 for various purposes. Alternatives under consideration for replacement of the Terminal Separator structure, which connected the Bay Bridge with the Transbay Terminal and the surface roadway network, will affect traffic flow in this vicinity. In addition, redevelopment of parcels that may become available as a result of the Terminal Separator replacement could be a factor in the future development of the area, especially if proposals for an arena or ballpark are realized. Because these issues are not resolved, the options for Piers 26/28 include a wide range of uses.

Noise from the Bay Bridge and Embarcadero traffic, as well as shadows from the Bridge and abutments could present special problems in any reuse of this area involving outdoor activities.

Site K -- Land Use Options

Commercial Recreation Facility	Community Facilities
Historic Ships	Maritime Office
Maritime Support	Museums/Historic Ships
Parking	Public Access
Public Assembly and Entertainment	Recreational Boating and Water Use
Retail	Warehousing

Site K -- Land Use Options, Issues And Comments

Pier 24

Historic Ships ♦ ♦ (e.g. Santa Rosa type use)

- Possible on southside of pier.
- Lack of breakwater may limit type of ships that could be berthed here.
- Lack of breakwater may limit type of ships that could be berthed here.

Public Access ♦ ♦

- Public access should take advantage of the view back to the City skyline across the proposed new Rincon Point Park.

Recreational Boating and Water Use ♦ ♦ (e.g. transient boat dock, small boat marina)

- Use could be integrated with retail which could provide development and maintenance subsidies for the dock.

- Feasibility analysis required for both physical location and economics.
- Water taxi stop could be included.

Retail ♦ ♦ (e.g. bike/skate rental, restaurants, take-out food oriented to lunch time park visitors, convenience store.)

- Use should be oriented toward the proposed adjacent Rincon Point park, use should serve weekday population, as well as weekend and nighttime visitors to enhance safety in the park.

Piers 26 and 28

Commercial Recreation Facility ♦ ♦

- Use may be appropriate because of proximity to residential community and large daytime population.
- Grants and public subsidy would be required.

Community Facilities ♦ ♦ (e.g. meeting rooms, cultural and art exhibit space, community services)

- Use may be appropriate because of proximity to residential community, and large daytime population.
- Grants and public subsidy would be required.

Maritime Office ♦ ♦ (e.g. industrial maritime design, Port offices)

- Small scale use, most appropriate for bulkhead building, or combined with non-profit and public access uses.
- *Special Area Plan* authorizes use, but BCDC regulations would prohibit use on substantially rehabilitated pier.

Maritime Support ♦ ♦ (e.g. warehousing, Port maintenance facility, divers, underwater construction company).

- Port maintenance facility requires easy truck access in both directions.
- Other maritime activities should continue at this location unless and until suitable alternative sites are made available.

Museums/Historic Ships ♦ ♦ (e.g. Longshoremen's Monument Pier docking of historic ship, temporary display area for Maritime Museum)

- Proximity to park, and possible development of major popular attractions in the area, could make these uses feasible at this location.
- Grants or public subsidy would be required.

Parking ♦ ♦

- Potential for off-peak event parking on one of these piers if ball park or arena is nearby.
- BCDC policies disfavor parking on piers.

Public Access ♦ ♦ (e.g. outdoor walkways, in addition to public uses described above)

- New development on adjacent piers may provide visual interest for public viewing area.

Public Assembly and Entertainment ♦ ♦

(e.g. amusement pier, nighttime entertainment, docking for entertainment barges)

- Use assumes arena/ball park, or other use in the vicinity that would attract nighttime visitors to the area.
- Noise from Bay Bridge may limit outdoor entertainment options.

Retail ♦ ♦ (e.g. restaurants, convenience retail for residents)

- Character of retail use, if any, depends on other large scale Port and non-Port developments in area.

Warehousing ♦ ♦ (e.g. storage, general warehousing within existing Pier shed)

- Use is a potentially viable short to medium-term use, provided that need for truck access is minimal.

SWL 328**Parking ♦ ♦**

- Site is currently leased for surface parking for 40 years. Port can take back the site only if it develops a parking garage.
- Development of structured parking should be analyzed, relative to other potential developments in the area to ensure shared use.

Site K -- Land Use Guidelines

- Preserve view corridors along public streets.
- Consider noise levels in designing new uses in the area that involve outdoor activities.
- Historic bulkhead buildings on Piers 26 and 28 should be retained, if feasible.
- Parking facilities should be shared by daytime, nighttime and weekend activities.
- Maximize public access to piers, wherever feasible.

Opportunity Site L: Piers 30-32, 34, 36, 38, 40 and SWL 329 and 330

South Beach has been transformed from an industrial maritime area to a residential/mixed use neighborhood. The Rincon Point-South Beach Redevelopment Plan has resulted in construction of over 3000 housing units, including residential development on privately held parcels. During the same period, maritime uses on these sites have declined. The relocation of Service Engineering (ship repair) from Pier 38 to Pier 50 in 1992 marked the end of most active industrial maritime use in the Pier 30-40 area.

A realistic timeframe for potential development must be considered, due to the number and size of the piers and seawall lots here, and the unresolved nature of major variables affecting the market and transportation access in the area. Policies for interim uses should be developed with these sites in mind.

Although the Port committed several of its large seawall lot properties in the area to a long term lease to the Redevelopment Agency for purposes of residential development, SWL 330 (Blocks 3771, 3772) adjacent to Piers 30-32 was retained by the Port. This property together with Piers 30-32 represents the largest potential development site for the Port (13 acre Pier, 3

acres seawall lot.) Piers 30-32, rebuilt recently after being destroyed by fire, is in good condition. The size of the area has encouraged proposals for large scale developments such as a cruise terminal, arena, or ball park. The site's prominence, yet separateness from historic built up neighborhoods presents an opportunity for exciting architecture, a potential new signature piece for the San Francisco waterfront.

The current proposal for development of Piers 30-32, and SWL 330 is the Scandinavia Center, a mixed use development to be built around a new Port cruise terminal. The proposal for the Piers includes specialty retail and office uses, a trade and cultural center, an exhibition hall, the World Center, an educational and research facility, in addition to the cruise ship facilities. The seawall lot would accommodate a 360 room hotel and 1200 space parking facility under the proposal. Project proponents have not yet signed a development memorandum with the Port, and have had difficulty identifying the necessary financial backing for the project.

Even if this particular project does not come to fruition, other large scale development proposals integrating the seawall and pier sites would be appropriate to consider. For example, a destination resort, possibly combined with a wholesale/trade promotion center, or an arena, are two potential land use options. Another approach would be to reserve the seawall lot for uses oriented to the emerging residential community, with the more City-wide functions confined to the piers.

SWL 329, next to SWL 330, in a small (approximate 6000 sq. ft.) site at the corner of Bryant and the Embarcadero that is adjacent to a new privately sponsored residential development currently under construction. The developer has proposed landscaping and improving this site for publicly accessible open space and a table and seating area to serve customers of a restaurant that is included in the development.

This Opportunity Site also includes Pier 40, although it is a part of the South Beach-Rincon Point Redevelopment Area. The Redevelopment Agency is responsible for the use and development of Pier 40; the uses identified here for Pier 40 have been proposed by that Agency.

Site L -- Land Use Options

Community Facility	Cruise Terminal
Demolition/Fill Credit	Ferry or Excursion Boat Operations
Hotel	Maritime Office
Maritime Support	Museums
Parking	Public Academic Institution
Public Access	Public Assembly & Entertainment
Recreational Boating and Water Use	Residential
Retail	Small Business/Incubator Industries
Warehousing	Water Taxi Docking
Wholesale/Trade Promotion Center	

Site L -- Land Use Options, Issues and Comments

Pier 30-32

Cruise Terminal ♦ ♦

- *See discussion regarding Pier 35.*
- New development costs are high.
- Site has natural advantage in that less dredging would be required here than at the existing site at Pier 35.

Ferry and Excursion Boat Operations ♦ ♦

(e.g. docks, queuing space, food service facilities, storage, office and parking, as required)

- Area lacks high volume visitor traffic as at Fisherman's Wharf or Northeastern Waterfront.
- Possible demand for commercial ferry shuttle for delivery services (i.e. Federal Express, UPS.)
- If reuse of former military base sites around the Bay increases demand for ferry service, this could serve as a southern terminal, in addition to the Ferry Building area.

Hotel ♦ ♦

(e.g. Boatel, Destination Resort Complex, or part of Wholesale Trade/Promotion Center)

- A hotel on the Pier or a boatel should be analyzed in order to understand the economic implications of Prop. H, and to permit options involving more neighborhood serving uses of SWL 330.
- Not permitted under Proposition H.

Maritime Office ♦ ♦ (e.g. Import/export trade promotion, other general maritime office uses)

Public Access ♦ ♦

- Public access should be a significant part of any proposed development, designed to serve local residents, facility users, and visitors.

Public Assembly & Entertainment ♦ ♦

(e.g. Exhibition Hall, Conference facilities, auditorium for educational purposes, like in the World Center, an arena or ball park, theme park, summer carnival etc.)

- BCDC may not consider a ball park to be a Bay oriented public assembly use, and therefore, would not be permitted to be built on new fill, if required.
- A variety of these uses are part of the Scandinavia Center proposal.

Retail ♦ ♦ (e.g. Scandinavia Center, or similar specialty retail complementary to prime use.)

- Existing restaurants should be retained, if feasible.

Wholesale Trade/Promotion Center

(e.g. Scandinavia Trade and Cultural Center, or other wholesale trade promotion for example, for California products, like gourmet food, wine, seafood, or agricultural products, import/export offices; related exhibit hall, conference space, and facilities for promotional opportunities.)

- Economic feasibility is not proven.
- Use would have to be integrated with other uses because the 13 acre pier far exceeds space requirements for this use.

Pier 34

Demolition/Fill Credit

- This Pier is condemned.
- Existing regulations do not encourage fill removal by granting credit for use elsewhere on the waterfront.

Ferry and Excursion Operations ♦ ♦

Water Taxi Docking ♦ ♦

- As part of the Scandinavia Center, this site was proposed for reuse as a much smaller pier for a potential Ferry or Water Taxi Dock

Public Access ♦ ♦ (e.g. Potential seating area along waters edge.)

- Financial feasibility is an issue for any proposed use of this facility.

Retail (e.g. small scale retail convenience at dock)

Piers 36 and 38

Community Facility ♦ ♦ (e.g. meeting rooms, community service organizations)

- Would likely require public funding from non-Port sources.
- There is a potential demand for such facilities to serve the local resident population, as well as San Franciscans generally.
- Use may not meet requirements for public trust land, unless oriented to maritime workers, such as a training facility.

Demolition/Fill Credit

- Subject to revision of BCDC legislation and regulations that would permit valuable use of credit for removal of existing fill, at least a portion of one of these piers could be removed for that purpose.

Maritime Office ♦ ♦ (e.g. maritime design, shipping agents, excursion boat booking office)

- Small scale use in bulkhead building, or to augment economic feasibility of other uses.

Maritime Support ♦ ♦ (e.g. Port maintenance facility, cargo warehousing, tug, barge, oil spill response equipment and vessels.)

- *See discussion under Piers 26 and 28.*

Water-dependent activities should be given first priority. Adequacy of truck access in both directions is requirement for Port maintenance or most warehousing uses.

Parking ♦ ♦

- *See discussion regarding parking on Piers 26, 28.*

Public Academic Institution ♦ ♦ (e.g. University extension classes, art school, etc.)

- Subject to public trust and BCDC regulations, facility could be used for educational and

cultural purposes, possibly to promote appreciation of the waterfront and natural resources.

Public Access ♦ ♦ (e.g. waterside walkways, seating area)

- Safety issue may limit access depending upon use, and economic feasibility of necessary structural improvements to these Piers.

Retail ♦ ♦ (e.g. neighborhood serving convenience retail, bulkhead restaurant)

- Use could be small scale, possibly related to prime use, or in bulkhead building to enliven street frontage.

Small Business/Incubator Industries ♦ ♦

(e.g. artist workshops, small scale assembly, office, wholesale space at low cost for new business.)

- Subject to Public Trust or BCDC interpretations and availability of public subsidies if necessary. These piers could be used to generate economic development.

Warehousing ♦ ♦ (e.g. general storage, warehouse and distribution)

- Subject to public trust and BCDC policies, this use may have potential as a short or medium term interim use, depending upon time frame and economic feasibility of appropriate long term use.

Wholesale Trade/Promotion Center ♦ ♦

- Economic feasibility is not proven.

Pier 40

Ferry and Excursion Boat Operations

- Existing excursion boat dock

Hotel ♦ ♦

- Prohibited by Proposition H. The Redevelopment Agency has proposed development of a hotel on Pier 40. This proposal should be analyzed to understand the economic implications to the Port associated with the Proposition H ban on hotels.

Maritime Office ♦ ♦ (e.g. Marina services offices, etc.)

- This is a proposed use.

Maritime Support ♦ ♦ (e.g. boat chandlery)

- This is an existing use.

Parking

- Some parking is provided on the pier related to the marina and other uses.

Recreational Boating and Water Use

(Marina, clubhouse, Harbor Master)

- These are existing uses.

Retail (e.g. Small scale, convenience retail)

- This is an existing use.

Public Access ♦ ♦ (e.g. existing waterfront promenade and seating areas.)**SWL 330**

(Across from Piers 30-32.)

Hotel ♦ ♦

- A hotel on the seawall lots across from Piers 30-32 is proposed as part of the Scandinavia Center and Cruise Terminal development. A hotel would also be appropriate in conjunction with a destination resort or other large scale commercial recreational uses of those piers.

Parking ♦ ♦

- Any large scale development of Piers 30-32 will require parking facilities nearby.

Public Assembly and Entertainment ♦ ♦ (e.g. a multi-plex theater, night club or music venue)

- Theater use would satisfy an under-developed market for entertainment activities of this type on this side of the City.
- A lot of parking spaces are necessary for this type of use.

Retail ♦ ♦ (e.g. Scandinavia Center related, or supermarket, roadside diner.)

- A supermarket or other large scale retail use might be appropriate if the Scandinavia Center project is not realized. A roadside diner would make a good interim use if it was transportable like a railroad car or trailer.

Residential ♦ ♦ (e.g. Multi-family apartment complex)

- Housing could be included in a mixed use development with a supermarket or large scale retail use.
- Residential development would require a finding that the property is surplus to the public trust. This may be difficult depending on the feasibility of the other options that are consistent with trust restrictions.

Site L -- Land Use Guidelines

- Preserve view corridors along public streets, if feasible.
- Buildings on seawall lots should step down in height toward the Bay.
- Design of new uses on vacant piers and seawall lots should incorporate features to buffer nearby residential areas from noise and glare.
- Historic bulkhead building on Pier 38 should be retained, if feasible.
- Parking facilities should be shared by daytime, nighttime and weekend activities.
- Maximize public access to piers, wherever feasible.

Opportunity Site M: Pier 46B, SWL 335 and 336

This area forms the transitional boundary between the South Beach district and the Mission Bay district. Located along China Basin Channel, adjacent to the South Beach Harbor and across the Channel from the proposed Mission Bay Wetlands, this site has exciting prospects for spectacular waterfront views. In addition to the Pier and seawall lots, there is a possibility of

possibility of integrating any new development with potential new uses on the adjacent block, across Berry Street between 2nd and 3rd Streets. That block has been deemed surplus State property by CalTrans, and the Port has the right of first refusal to purchase the property, at fair market value, for purposes consistent with the *Burton Act*. If the Port fails to exercise the purchase rights, CalTrans intends to transfer or sell the property in accord with State procedures.

A park is proposed for development on a portion of SWL 336 and all of SWL 335, as identified in the *South Beach-Rincon Point Redevelopment Plan*. The park, known as South Beach Park is planned to be developed in phases, subject to available funding, beginning after the Waterfront Transportation Project completes the realignment of the Embarcadero to King Street, and the portion of Berry Street between the Embarcadero and 2nd Street is closed to traffic.

It has been suggested that this site creates opportunities for attracting people to the waterfront on the same order as Fisherman's Wharf or the Ferry Building area. The use potential is indeed great, although the residential character of emerging neighborhoods in South Beach and Mission Bay creates different conditions than exist at other waterfront magnet locations.

Site M -- Land Use Options

Commercial Recreation Facility	Hotel
Maritime Office	Maritime Support
Museums	Office
Open Space	Parking
Public Access	Public Assembly and Entertainment
Residential	Retail

Site M -- Land Use Options, Issues, and Comments

Pier 46B

Commercial Recreation Facility ♦ ♦

(e.g. gymnasium, swimming barge, maritime museum)

- If this site is developed in conjunction with the adjacent Caltrans blocks, the economic feasibility of developing a recreation center, floating swimming barge, and museum use is enhanced.

Maritime Office ♦ ♦

- Assuming that substructure repairs would be minor, maritime office use would be permitted in addition to other uses, potentially as part of a mixed use residential, office and retail complex.

Maritime Support ♦ ♦ (e.g. Port maintenance, tug and tow operators)

- This site is currently used as the Port's maintenance facility, as well as for various support services such as tug and tow operators.
- The cost of relocating the Port maintenance facility are high, especially considering the cost of constructing or substantially rehabilitating an alternative site. Any new use would have to justify that expense.

Museums ♦ ♦**Parking ♦ ♦**

- Parking should be limited to that amount necessary to serve any new uses, or adjacent marina.

Public Access ♦ ♦

- Any new use should incorporate public access to take advantage of waterside views.

Public Assembly and Entertainment ♦ ♦ (e.g. Arena, ball park, multi-plex theater)

- This site is proposed for arena or ball park development in-conjunction with adjacent Caltrans Block.
- An amendment to the 40-X height district would be required.

Retail ♦ ♦ (e.g. Restaurants, specialty retail, and neighborhood-serving retail)

- Retail uses should be included to complement prime use of the site.

Seawall Lots 335, 336

Note: This site might also include the adjacent block belonging to Caltrans. The Port has right of first refusal to acquire the parcel.

Hotel ♦ ♦

- A hotel may contribute to the economic feasibility of commercial recreation uses, and could be small scale, possibly oriented to neighborhood visitors.

Office *See above for Pier 46B.***Open Space**

- South Beach Park will include SWL 335 and a portion of SWL 336.

Parking *See above for Pier 46B.***Public Assembly and Entertainment ♦ ♦** (e.g. arena, stadium etc.)

- These seawall lots have been proposed for development as an arena or stadium, along with Pier 46B and the adjacent Caltrans block.

Residential ♦ ♦

- Could be developed as part of a mixed use development. Site would have to be found to be surplus to public trust uses.

Retail *See above for Pier 46B.***Site M -- Land Use Guidelines**

- Maximize public access to take advantage of waterside views if new uses are developed.
- Arena or ball park uses, if developed, should be designed to minimize impacts on adjacent residential neighborhoods.

- Shadow on the proposed South Beach Park should be considered in the design of any new development.

Opportunity Site N: Mission Bay District Waterfront

This Opportunity Site lies between the Bay and the Mission Bay project. For the most part it is a thin strip of land, with rip rap along the shoreline. The largest site available for reuse is on the Southern boundary, between Pier 66 and the Pier 70 shipyard docks, formerly part of the Bethlehem Steel property. Boat repair, dry storage, public access, and possibly a restaurant use, are possibilities for that waterfront site. Pier 52, under lease until 2000 to AT & SF railroads as a rail ferry terminal, is the only Pier in this area for which new commercial recreation land use options are identified. Although the Pier 64 marginal wharf is a potential site for complementary commercial recreation uses, the Pier itself is completely deteriorated.

In Phase I, this area was designated for Recreational Boating and Water Use. Existing non-water-dependent uses in the area include Olive Oil's restaurant, the Mariposa and Bay View Boat Clubs, the Mission Rock Resort, and the Ramp Restaurant. Continuation of the various types of existing uses in the area, including several boat repair and boat storage operations, is appropriate.

Across Terry Francois Blvd., the Mission Bay Specific Plan provides for large waterfront park areas, bordered by new residential neighborhoods on the upland side. Commercial recreation uses that serve the boating and recreational water uses, park visitors and local residents are to be encouraged, along with improvements directly related to Recreational Boating and Water-Use.

Site N -- Land Use Options

Recreational Boating and Water Use Retail
Water Taxi Docking

Site N -- Land Use Options, Issues and Comments

Recreational Boating and Water Use ♦ ♦

(e.g. transient boat dock, commercial boat repair, storage and other support services, kayak and canoe storage, small boat rental)

- A transient boat dock could be developed near the Boat Clubs, possibly in conjunction with a bait/boater convenience store.
- Grant funding may necessary.
- Pier 52 provides potential for a new small boat hoist location, temporary storage, or water use equipment rental.
- Boat-trailer parking issues must be resolved when parks are developed.

Retail ♦ ♦ (e.g. restaurant, bait/boater convenience stores etc.)

- Restaurants and retail uses should serve park users on future Mission Bay Parks, and provide public access to the waterfront.
- Pier 52, which is in good condition, provides an opportunity for a public restaurant use

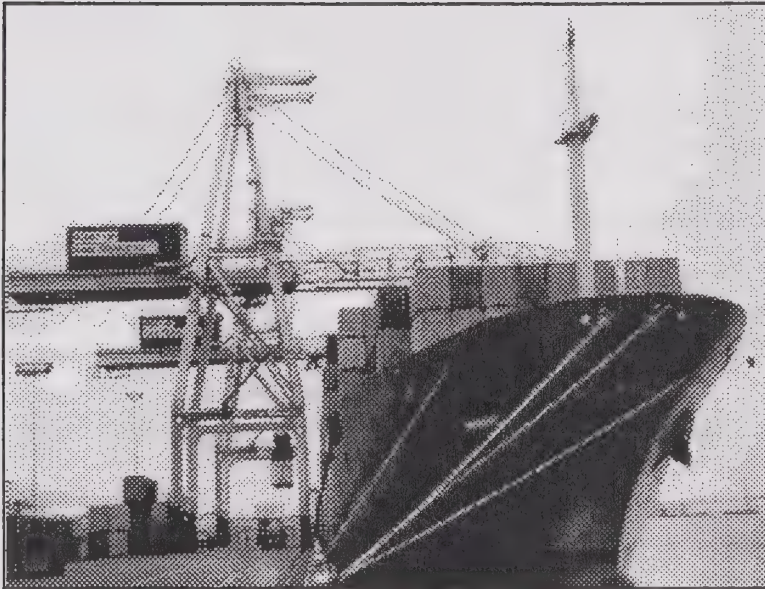
in an area where existing facilities are reserved for Boat Club members.

Water Taxi Docking ♦ ♦ (e.g. taxi stop at transient boat dock)

Site N -- Land Use Guidelines

- View corridors along public streets in Mission Bay should be preserved. New uses should have low profiles similar to existing uses.
- Potential water quality impacts associated with Recreational Boating and Water Use activities should be considered in the design of any new uses, or rehabilitation of existing uses.
- Parking for recreational boating and water uses should be given priority over general parking for park visitors.
- Potential for automobile, train and pedestrian conflicts on Terry Francois Blvd. should be considered in the design of any new uses or rehabilitation of existing uses.
- Maximize public access on the waters-edge, and create economic relationships with boating and commercial recreation uses to assure maintenance of public access improvements.

Southern Waterfront Subarea



The majority of the Port's industrial maritime uses are concentrated in the Southern Waterfront subarea, which extends from Mariposa Street, just below Mission Bay, south to Pier 98. This area is part of the City's southeast industrial belt, the primary area in San Francisco where industrial uses still prevail.

This subarea was evaluated extensively during Phase I of the waterfront planning process. The Advisory Board recommended reserv-

ing most of the property in this subarea for continued or expanded water-dependent activities, primarily ship repair and cargo shipping. The berthing facilities also could be used for temporary and ceremonial berthing of visiting vessels. In addition, this subarea of the Port was determined to be appropriate for maritime support activities, such as cargo storage, equipment repair and storage, transportation (e.g. trucking) services, chandleries and ship services, and parking for employees of the maritime operations.

The maritime use of these lands is supported by current land use policies in the City's *Master Plan*, as well as BCDC policy documents, particularly the *Seaport Plan*. The *Seaport Plan* designates this area as a Port Priority Area, and further designates "near-term" marine terminal sites for Piers 70 to 80, and the South Container Terminal (Piers 94-96) and adjacent 100 acre area. The near-term designation indicates sites on which new container terminal development should be given a high priority. While much of the Pier 70 to 80 near-term site would require substantial land acquisition, the South Container Terminal expansion area currently is owned by the Port and is largely undeveloped.

The *Seaport Plan* currently is being reviewed to determine the need for any amendments. Since it was last amended in 1988, major events have occurred that dictate the need to reevaluate the marine terminal designations contained therein:

- Dredging, which is required to maintain or deepen channels to accommodate container ships, has been severely restricted in San Francisco Bay due to the water quality and environmental impacts of extracting and disposing dredge spoils; and
- The closing of five military bases in the Bay Area, including the 200 acre Alameda Naval Air Station and the Navy Supply Station adjacent to the Port of Oakland has added a major new supply of waterfront land that could be used for container shipping.

These developments may result in changes in marine terminal designations, or push out the timeframe for when new container terminal facilities need to be developed at the Port of San Francisco. The *Seaport Plan* amendments are scheduled to be completed around August 1994.

Currently, both of the Port's container terminals are operating well below capacity. Given the cost of developing new terminal facilities (about \$50 million per berth) and the Port's current financial situation, the Port will not be able to afford new terminal facilities in the foreseeable future. Instead, the Port is focusing on capital improvements to maximize the shipping capability of its existing terminals. While it is possible that a new terminal could be developed and financed by a shipping company that would have exclusive use of the facility, it is unlikely this would occur in the foreseeable future because the Port's existing terminals have sufficient capacity to accommodate the needs of one or more new shipping customers.

Objectives for the Southern Waterfront Subarea

In light of the conditions discussed above, the primary use of Port property in this subarea should be for the **continued operation and expansion of industrial maritime businesses**, although interim uses that do not interfere with port priority uses should be allowed. Currently, interim uses typically involve leases for five years or less, for activities that use open land, and thus do not generate substantial rent revenues. Given the Port's uncertainty regarding the expansion of container terminal space, **interim uses should be permitted for longer terms**. Building or other improvements on the leased premises should be allowed in order to provide greater revenue returns to the Port.

Under limited circumstances, **non-maritime activities should be allowed** in areas that cannot accommodate maritime operations in order to fund desired renovations. Portions of the Pier 70 backlands contain historic structures that were built in the 1920s to house the administrative offices and industrial operations of the Union Iron Works, and Bethlehem Steel. Most suffered damage during the 1989 Loma Prieta earthquake and three of the buildings currently are uninhabitable. Although they do not have City landmark status, they are regarded as a rare, relatively-intact collection of structures that document an important part of the City's maritime history. As such, there is great public desire to preserve and restore these buildings.

The three uninhabited structures no longer are suited for maritime operations; the rest are or have been used for ship repair operations. The cost of renovating these buildings would be prohibitive for maritime businesses and most public uses. In order to maximize the opportunity to preserve the buildings that are not needed for maritime operations and put them back into productive use, flexibility should be afforded to allow non-maritime tenants to use the buildings.

During its review of this subarea, the Advisory Board concurred with the objective of **improving and expanding access to the Bay** to the maximum extent possible, **provided that such access does not hamper the operation of maritime and industrial businesses** in the area. In addition, the Advisory Board was supportive of allowing limited non-maritime activities for areas that are not suitable for maritime operations.

While the Port's first responsibility is to ensure that the needs of maritime uses are met, efforts should be made to **enhance the public's appreciation of the waterfront by providing greater opportunities for interaction**.

However, the forms of public access that are appropriate in the northern waterfront are not likely to be compatible with the industrial uses in the Southern Waterfront. In certain locations, shoreline areas such as Warm Water Cove and Pier 98 can be improved for physical public access. However, most of the shoreline in this subarea is off-limits to the public. As a result, most San Franciscans are uninformed about the Port's maritime activities, in spite of the public desire to retain those uses in the City. In this subarea, the traditional definition of "public access" should therefore be expanded to **allow alternatives to physical access** in industrial maritime areas where security and public safety standards preclude access by unauthorized personnel.

Innovative means of accomplishing this objective could include promoting open space improvements and environmental restoration efforts, and public education about the Port's maritime operations. New public access could include "visual" access to Port operations along the shoreline, accompanied by informational displays that describe the maritime functions taking place. In addition, commercial uses such as restaurants and retail goods and services should be allowed in a limited way, where they do not interfere with maritime operations. These activities would provide services to employees as well as opportunities for average citizens to get to know this part of the waterfront.

The Opportunity Sites

As indicated on the aerial view on the reverse of this page, three Opportunity Sites have been identified in the Southern Waterfront Subarea:

Site O:	Southern Waterfront
Site P:	Pier 70
Site Q:	Pier 98, Islais Creek, Warm Water Cove

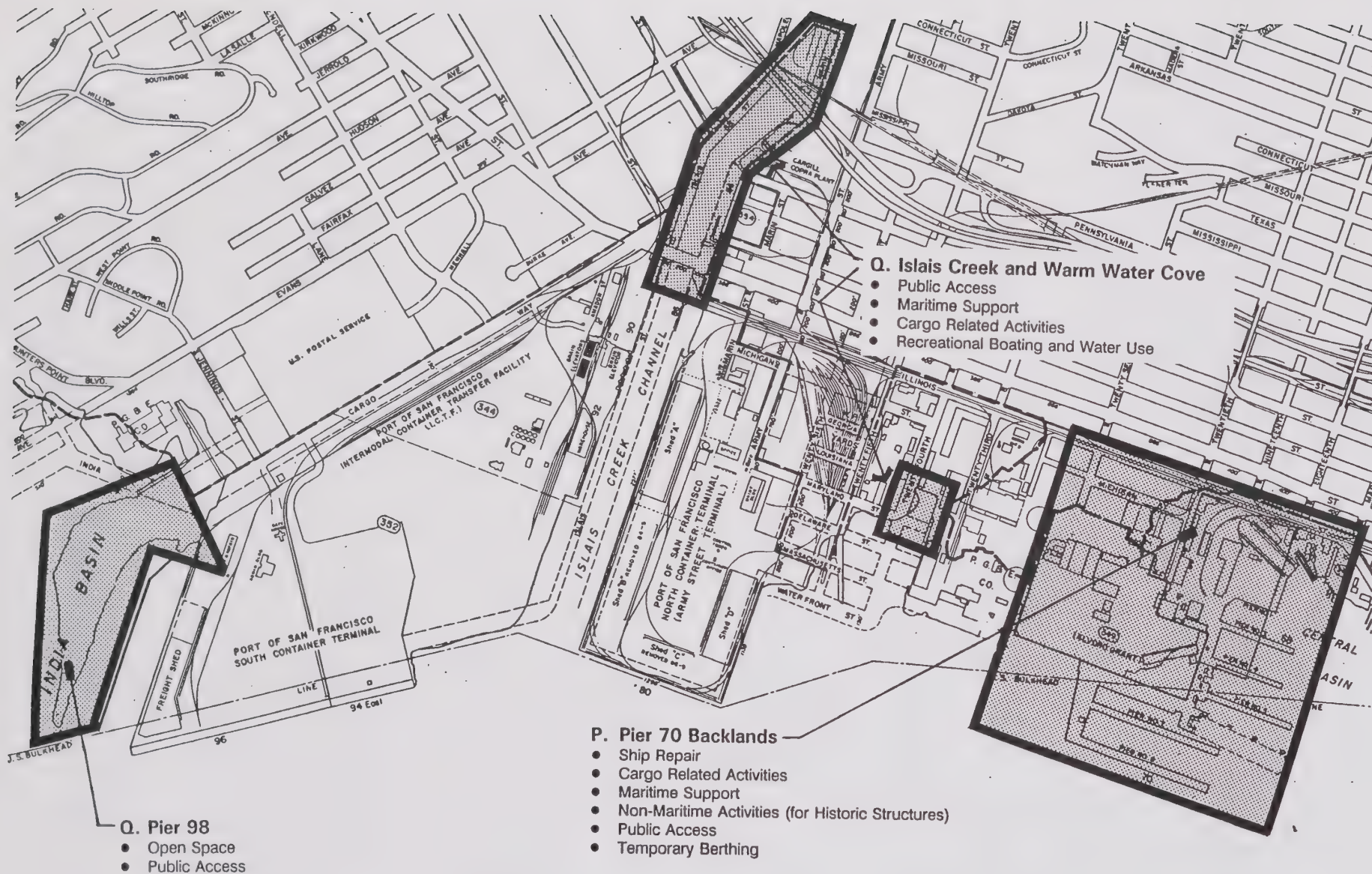
The table which follows the aerial map provides details on the current uses of the sites; planned uses as indicated in existing planning documents; zoning districts; and current condition. A detailed analysis of each site, land use options and associated issues and comments follows the chart. In addition to the site-specific issues, there are general land use issues that apply wherever ♦ ♦ appears. The general issues may be found in the discussion which begins on page 26.

Opportunity Site O: Southern Waterfront

As described above in the Objectives for the Subarea, there is a need to consider interim uses, possibly for non-maritime purposes to enable the Port to increase revenue production while land is being held in reserve for potential long-term maritime development. In this regard, the Port has been approached by developers proposing a variety of uses, including the most recent proposal to construct a co-generation power plant.

Site O -- Land Use Options

Interim Non-Maritime Use	Retail
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Land Use Options
Southern Waterfront Subarea
 October 1, 1993

Southern Waterfront Subarea						
Facility	Square Footage	Existing Use	Existing Plan Designations	Zoning Districts	Height District	Condition
Pier 70 Backlands (Includes historic buildings near 20th and Illinois Streets)	1.1 million (apprx.)	Automobile terminal, junkyard, artist lofts, outdoor storage, vacant office buildings	MP: Ship repair, automobile terminal SAP: Port priority area	M-2	40-X	Fair to poor
Pier 98, Warm Water Cove, Islais Creek	650,000 (appr.)	Open space, public access, fishing piers, wetlands	MP: Maintain and improve open space SAP: Public recreation, open space, public access	M-2	40-X	Fair to poor

KEY:

MP = The City's Master Plan, including the Northeastern Waterfront Plan and the Central Waterfront Plan.

SAP = BCDC Special Area Plan. Special Area Plan provisions for seawall lots are recommendations only as these sites are outside of BCDC's jurisdiction.

TDP = BCDC Total Design Plan for the area from Pier 7 to Pier 24.

NWSUD #1 = Northern Waterfront Special Use District #1, under which only maritime uses are permitted uses; all non-maritime uses are conditional uses.

NWSUD #3 = Northern Waterfront Special Use District #3, under which only maritime and wholesale uses are permitted uses; non-maritime, large scale (3+ acres) and service station uses and projects which exceed the amount of required parking are conditional uses.

C-2 (Community Business) zoning permits a fairly wide variety of uses including dwellings, other housing, institutions, retail sales and personal services, offices, assembly and entertainment, home and business services and some automotive uses.

M-1 (Light Industrial) zoning permits all automotive uses, wholesaling and distribution, and some manufacturing and processing uses, in addition to all C-2 uses listed above.

M-2 (Heavy Industrial) zoning is the least restricted zoning class as to use, and permits most manufacturing uses in addition to all M-1 uses listed above, although many heavy manufacturing uses are permitted only as conditional uses or at considerable distances from residential districts.

Site O -- Land Use Options, Issues and Comments

Interim Non-Maritime Use

(e.g. non-maritime warehouse, manufacturing, staging activities, use of grain silos for materials other than grain, bio-remediation, recycling operations, open air storage)

- Would require review by BCDC and State Lands Commission to allow medium interim uses for greater than five years (perhaps up to 20 years). Longer terms would be needed to amortize site improvements for industrial activities. Many industrial uses could require review to determine consistency with the public trust.
- Leasing procedures would be needed to ensure adequate measures to return property to maritime use when necessary.

Retail (e.g. restaurants, convenience retail goods for local population)

- Accessory retail activities could provide services to area workers, as well as provide opportunities for people to better acquaint themselves with maritime industries in this area of the City.

Site O -- Land Use Guidelines

- *See discussion of Interim Uses, beginning page 109.*

Opportunity Site P: Pier 70

Most of the Pier 70 and backland area was reserved for water-dependent activities in Phase I, primarily for ship repair and cargo shipping. The remaining area either is vacant or in use for a variety of industrial purposes, and most of it could meet long term needs of water-dependent activities and maritime support services. The buildings that housed the Union Iron Works, Bethlehem Steel and Todd Shipyard, which no longer meet the needs of water-dependent industries, should be retained if possible.

However, the preservation and adaptive reuse of those buildings pose a considerable challenge. Although the Port and the Advisory Board support preservation, the expense will be significant. Most of the structures are built of unreinforced masonry, requiring substantial repair and complete seismic re-engineering before they can be reused. In addition, some of the buildings contain asbestos and potential toxic substances. Current land use restrictions may have to be relaxed to allow sufficient flexibility in finding a prospective tenant who is willing to take on the expense of renovating the buildings.

Site P -- Land Use Options

Berthing
Maritime Support
Public Access

Cargo-related Uses
Non-maritime Activities
Water-dependent Activities

Site P -- Land Use Options, Issues, and Comments

Berthing ♦ ♦

Cargo-related Activities

Maritime Support ♦ ♦

- Large part of Pier 70 already recommended for these uses in Phase I. Based on further review, most of the remainder of this site also should be used for these purposes.
- Costs of rehabilitating existing buildings or new structures for these uses will be substantial.

Non-maritime Activities (e.g. office, live-work space, entertainment-related activities, retail, or institutional uses)

- State Lands exception required if uses not consistent with existing policies. BCDC review required in light of current policies calling for port-priority uses for area.
- If preservation of non-maritime historic structures is a priority, flexibility is needed to allow uses that can afford rehabilitation costs.
- Additional land for ancillary uses such as parking or accessory structures could be required for building preservation.

Public Access ♦ ♦

Ship Repair

Site P -- Land Use Guidelines

- Non-maritime uses may be permitted if they would result in the preservation of the historic buildings in this area, and do not interfere with, or take up excessive land that is needed for water-dependent activities or associated support services.
- Public access improvements should be included in any renovation efforts of the historic buildings, particularly if such restoration involves additional development on any land surrounding the structures.

Opportunity Site Q: Pier 98, Islais Creek, Warm Water Cove

These sites represent the primary open space and public access areas in the Southern Waterfront subarea. All three sites are included in the City's Master Plan as open space resources that should be improved. Their improvement would increase shoreline open space resources and help implement the portion of the regional Bay Trail that passes by these sites along Third Street. Although the Port has made these sites available for open space and public access, funds to improve and maintain and maximize their environmental and recreational value are not available.

Warm Water Cove is located at the Bay end of Twenty-fourth Street. The site is included in the Seaport Plan designation for a near-term marine terminal for Piers 70 to 80. If

implemented, the cove would be filled to accommodate new container berths. The Port will not have funds in the foreseeable future to develop a new container terminal. In the meantime, the Port encourages recreational use of this area.

Although the Port has provided landscaping, picnic tables and a fishing pier in this park, its isolated location has led to security and vandalism problems. As a result, the Park has not attracted a regular user group, which could help to ameliorate these problems. Unfortunately, the Port does not have the funds to make further improvements or adequately maintain the park, in spite of its potential value as a viewing area of the Port's container shipping operations.

Islais Creek, located south of Army Street, runs through the City's industrial center. Although the creek has been significantly altered by the industrial development of the area, it still supports a spawning area for herring and anchovies, and provides a quiet respite from surrounding urban activities. Various efforts are underway to improve portions of the Creek.

In the 1980s, a landscaped public access area was created on the north bank, east of the Third Street Bridge as part of sewer system improvements. Efforts by the Friends of Islais Creek, a community-based non-profit group, are underway to transform a portion of the south bank on the west side of the Third Street Bridge to public access and wetland area. The Friends has secured grant funding and coordinated City government involvement toward this goal. In contrast to Warm Water Cove, Islais Creek is an example of positive change that comes from having a constituency that actively pursues improvements and will monitor maintenance of open space. Although the Port has no funds to pay for the improvements and maintenance, it has assisted in promoting the Friends effort.

While there are other opportunities to improve public access along the Creek, the area is an active industrial area. Freight rail access to the Port's container terminals runs by the Creek. The current rail tracks should be realigned for more efficient access, which also would run close to the Creek. Therefore, public access improvements at this Opportunity Site must be able to co-exist with industrial and maritime support activities.

Pier 98 is a finger of land south of the Port's container terminals that was filled in the 1970's to provide the footing for the Southern Crossing of the Bay, and expansion space for container shipping. It is no longer contemplated for either purpose. Since the time the site was filled, nature has taken its course, resulting in the gradual vegetation of the site. Pier 98 now provides unimproved passive public access, as well as a resting and feeding area for birds and wildlife.

Because the fill at Pier 98 will not be used for container shipping as originally intended, the Port has negotiated an agreement with BCDC to mitigate the impacts of that fill. The agreement is intended to lead to improvements of the open space for passive recreational use, and enhancement of the emerging wetland habitat. The Port already has spent \$200,000 and has committed an additional \$250,000 to develop a design for this open space, but currently has no funds to finance the actual improvements.

Site Q -- Land Use Options

Maritime Support
Public Access

Open Space
Water-dependent Activities

Site Q -- Land Use Options, Issues and Comments

Pier 98

Open Space ♦ ♦

- While the Port can dedicate land for open spaces, it does not have the resources to adequately design, construct and maintain improvements for these sites at this time or in the near future.

Public Access ♦ ♦

Warm Water Cove, Islais Creek

Cargo-related Activities (container shipping for Warm Water Cove)

Recreational Boating and Water Use (e.g. boat dock, kayaking)

Maritime Support ♦ ♦ (e.g. freight rail tracks along edge of Islais Creek)

Public Access ♦ ♦

Site Q -- Land Use Guidelines

- As part of an open space design process, determine the primary purpose of the open space, and the particular user groups that will benefit from it to ensure there will be stakeholders that will continue to enjoy and protect the resource.
- Redesign the open space and public access with an eye to tying into and reinforcing the regional Bay Trail.
- Take full advantage of opportunities to view maritime and industrial activities.
- Maximize the educational value of open space resources by providing interpretive and informational displays explaining issues such as the environmental benefits of wetlands, Port operations, and other activities of public interest.

Implementation Issues

The Waterfront Plan will establish long-term land use policy that will take many years to implement. In recognition of that fact, measures must be taken to enable the Port to more effectively manage and lease property in the interim. In addition, it is important to address what can be done to facilitate regulatory review, which would help implement the Waterfront Plan. The discussion below provides an initial look at interim uses, impacts on existing Port leases, and streamlining the entitlement process.

Interim Uses

A number of the land use options proposed for Port subareas in Options for Change could take many years to come to fruition. In the meantime, the Port must continue to maximize the productive use of its property through ongoing management and leasing operations. There are precedents for the concept of permitting interim uses to achieve this goal. For example, BCDC permitted parking on Pier 3, pending completion of the Embarcadero Freeway demolition and replacement of parking in the median. The Mission Bay zoning ordinance provides a transition period from industrial use to residential and commercial districts, whereby uses inconsistent with the new zoning can be established for up to ten years, provided the use doesn't interfere with the orderly development of the project.

The Port's ongoing management responsibilities, in combination with the following facts, require the development of a clear policy to guide the interim use of Port property:

- The Port's current financial condition has eliminated the ability of the Port to make major investments in its deteriorating properties;
- For the foreseeable future, the current recession will continue to discourage major private or public investment in development proposals for Port properties that would result in long-term improvements or increased cash flow to the Port;
- In fact, the Port will need to rely more heavily than ever on its ability to market and rent more space in its existing facilities, in order to increase revenues to fund its ongoing operations and legally mandated activities, and to build cash reserves for capital investments.
- The revitalization of Port property can begin sooner if new businesses, programs and activities are initiated as interim uses to begin bringing more workers, residents and visitors to the waterfront.
- If, after the Port Commission and other City agencies approve the Waterfront Plan, changes to BCDC regulations or State Legislation are required before proposed uses could be developed, policies on interim uses would permit economic use of property pending resolution of issues.

Defining Interim Uses

Currently, there is no clear definition of allowable interim uses on Port property. This is a concern particularly for non-maritime activities, which are subject to review by the City Planning Commission, BCDC and the State Lands Commission, in addition to the Port Commission. Because there is no clear regulatory distinction between short-term and long-term leases, prospective tenants that would like to rent existing space for a 10 year period, for example, are subject to most of the same time-consuming and expensive application, government review procedures, and exactions as a major development proposal that will have a 50 year life.

In its deliberations, the Waterfront Plan Advisory Board discussed the Port's need to allow interim uses to encourage activity along the waterfront and to generate more revenue from existing facilities. As part of the planning process, there is an opportunity to clearly define interim uses in a manner that gives the Port more latitude in marketing property and entering into leases for interim uses than for major new development proposals. This would enable the Port to compete on a more equal basis with other property owners in the City. The following criteria could be considered as a basis for defining interim uses:

- Lease terms for interim uses would not exceed a defined number of years, depending upon the anticipated time frame for development of the primary planned use.
- In defining term limits for interim uses, consideration should be given to the amount of time needed to amortize the cost of tenant improvements that are required for many of the Port's deteriorated facilities for interim uses.
- The use must be consistent with all applicable zoning controls, except conditional use authorization requirements. The use need not be consistent with waterfront plan policies that identify specific long-term development objectives for individual sites.
- The use would involve only minor improvements or repairs to the substructure of piers so as not to trigger BCDC's "Bay" jurisdiction. Other improvements would be limited to those that can be amortized over the lease term.

Regulatory Relief

In formulating a definition for interim uses, consideration also should be given to limiting regulatory review for non-maritime interim uses. Below, listed by agency, is a summary of the types of modifications that could be considered:

City Planning Commission

Eliminate the requirement for a conditional use permit; interim uses would still need to conform with the site's base zoning, and satisfy environmental review and building permit requirements.

BCDC

Establish separate public access standards for interim uses. Evaluate *Seaport Plan* amendments that would set forth a reasonably anticipated time frame for near-term marine terminal development, and permitted non-Port priority uses in those areas prior to that time.

State Lands Commission

Obtain agreement regarding the definition of interim uses.

Impacts on Port Tenants

The Waterfront Plan is intended to establish long-range policy to guide the use of Port property over time. While there is a distinct need for the Port to chart a course for the use of its property through the Waterfront Plan effort, new policies will not be implemented overnight. Rather, it is explicitly recognized that many Port properties currently are leased for purposes that may not be consistent with long-range use designations. The Waterfront Plan should not jeopardize existing leases with Port tenants. When market and other factors favor reuse of Port sites according to the Waterfront Plan, then nonconforming uses can be phased out as their leases expire.

As part of the Waterfront Plan effort, ground rules should be developed that define the terms and conditions under which non-conforming uses should be accommodated on Port property.

Streamlining The Entitlement Process

Although regulations that limit development of high revenue generating uses on piers reduce the economic feasibility of redeveloping piers long considered surplus to maritime needs, there are other reasons that new development has not occurred.

Waterfront development is a high risk venture. Development proposals are subject to full review by at least four independent agencies: the Port Commission, the State Lands Commission, the City Planning Commission, and the Bay Conservation and Development Commission. In addition, major Port leases are subject to approval by the Board of Supervisors, which also must consider any necessary zoning amendments or conditional use appeals.

As currently structured, this process can easily take two-three years before the developer knows the scope of the project that can be built, if at all. Then, there is always the prospect of litigation that can further stall development efforts for several years. Few developers are willing or able to assume the risk of a multi-year, multi-million dollar pre-development process. This is particularly true because many such Port development ventures have failed. In addition, high risk ventures require the promise of high returns, thereby limiting the Port's ability to obtain favorable revenue terms in the development lease.

A review of a hypothetical entitlement process for a mixed use maritime and Bay-oriented commercial recreation use on a Pier highlights this problem.

- Port staff develop scope and objectives for project.
- Request for proposals issued
- Development proposal selected
- Port and Developer negotiate Development Memorandum and Exclusive Negotiation Rights
- Port Commission approves Memorandum
- Developer undertakes Conceptual Design and Environmental Review Process, and pays Port Option Fee.
- City Planning Commission certifies EIR, acts on Conditional Use Authorization, Master Plan amendments, zoning amendments, parking variance, if necessary.
- Board of Supervisors hears zoning amendment, and appeal of Conditional Use Authorization, if necessary.
- BCDC design review committee reviews application.
- BCDC reviews permit application for compliance with Special Area Plan, Total Design Plan, and replacement fill policies. Plan amendments may be required.
- If BCDC review results in substantial changes to the project, City Planning Commission must consider modification to the Conditional Use Authorization, with potential for subsequent appeal to Board of Supervisors.
- State Lands Commission reviews lease terms and development structure.
- Port Commission negotiates final development lease agreement.
- Board of Supervisors reviews fiscal soundness of lease agreement.
- Litigation potential regarding substantive and procedural compliance with regulations.

By achieving consensus on a balanced and implementable land use plan, and obtaining approval of necessary amendments to the Master Plan, City Planning Code and Zoning Map, and BCDC Plans and regulations, this waterfront planning process will significantly reduce the risk, and the cost, of the entitlement process. Perhaps, the policies, goals, objectives and development standards embodied in all of these disparate planning documents could be consolidated into one plan for the waterfront, approved by all agencies with jurisdiction. It has also been suggested that the final plan be submitted to the voters, to ensure the necessary mandate to proceed with improvements consistent with the plan.

There are additional measures that could streamline the entitlement process that should be evaluated. In these days of scarce economic resources in both the private and public sector, it is in the public interest to reduce wasteful expenditures. There will always be tension between the developer's need for both flexibility in the project use mix and certainty as to entitlement and the public's desire for discretion to shape waterfront development to maximize public benefits. Nevertheless, there are inefficiencies in the current process that do not serve either objective. Chief among these is the lack of comprehensive review of the project concept by all of the decision-making agencies early in the process. Although informal discussions most probably take place at the staff level, a more formalized joint concept review process would flush out problematic issues before expensive environmental review and design costs are incurred. This approach would also ensure that appropriate studies of sufficient scope are prepared and available in time for final review and action.

There are, of course, complex jurisdictional issues that would have to be addressed. The Port, City Planning Commission, BCDC, the Board of Supervisors and State Lands all operate under separate legal mandates, and have firmly established procedural regulations. Possible vehicles for bridging these issues include Joint Powers Agreements and/or creation of a Public Benefit Corporation where each entity is represented relative to the scope of its authority. The scope of this oversight agency could vary from that of preliminary concept approval to full development authority, similar to a Redevelopment Agency.

Other possibilities include:

- Separate design review issues from the conditional use authorization process, to enable more uses to be permitted as of right, adding some certainty to the process.
- Adopting development standards that apply equally in a given situation, for example "there must be X square feet of open public access facilities, for each X square feet of commercial development" or "Public access areas must be improved at a cost not less than \$X per square foot," in order to add certainty to project development cost projections.
- Co-ordination between City Planning and BCDC design review functions to minimize conflicting directives.
- Adopt standardized mitigation measures to address transportation, air and water quality, and fill impacts to be applied by all decision-making entities.

This list is by no means exhaustive, and there may be valid reasons why some of these suggestions are unworkable. However, the objective of streamlining the entitlement process is a worthy one for discussion. Success in this regard is critical in order to achieve public objectives associated with new activities and development on the Port's public trust property.

Appendix

Appendix A

PORT OF SAN FRANCISCO - WATERFRONT PLAN ADVISORY BOARD WATERFRONT PLAN - PHASE ONE PRELIMINARY RECOMMENDATIONS FOR WATER-DEPENDENT ACTIVITIES KEY TO MAP

DRAFT: August 1992 REVISED: October 21, 1992

The recommended Phase One designations on the attached map are intended to accommodate the land-related needs of water dependent industries, as identified during the recently completed Phase One planning sessions. These preliminary land designations indicated on the attached map and described in this map key have been the subject of two months of review and discussion by the public and the Waterfront Plan Advisory Board, following several months of analyzing each water-dependent industry.

The land designations do not describe precise areas at this time; they are intended to show the general areas to accommodate water-dependent activities. The statements below and the charts that follow, which accompany the map, provide a definition of each type of use category and designation, and a listing of the specific sites affected.

PRIMARY USES

The water-dependent activities studied during Phase One have been grouped into seven "primary use" categories shown in the Phase One map: Cargo-related, Fishing-related, Recreational Boating and Water Use, Ferry and Excursion Boats, Ship Repair, Cruise, and Historic Ships. The primary use categories are described in detail below; each includes the identified primary use, as well as support services and ancillary functions which are necessary for the operation of the primary use. For example, the cargo-related category includes in addition to primary cargo facilities, support functions such as cargo sourcing areas, equipment storage, warehousing, employee parking, etc. which all are critical to continuing cargo operations at the Port. The designations shown on the map therefore indicate that either the primary use or associated support services would be appropriate on the affected sites.

It should be noted that the designated sites on the map do not necessarily accommodate the needs of all the support services that were identified during the Phase One planning process. As part of the subsequent planning phases, we intend to identify opportunities for shared uses, which could accommodate some of the remaining demand for support services (especially parking).

Cargo-related

Consists of all primary, support and ancillary operations necessary to serve the cargo shipping industry, for example: shipping terminals and vessel berthing and tie-up facilities at adjacent waterside areas, warehouses, equipment storage, cargo sourcing, container freight stations, administrative functions, employee parking, ship servicing, bar pilots, ship chandlers, environmental services and Port maintenance activities. This category also includes an assumption that any necessary truck and rail access to the designated sites through other Port property not included in the shaded designation is provided.

Fishing-related

Consists of all primary, support and ancillary operations necessary to serve the fishing industry and fishing related activities, for example: commercial and sport fishing harbor and berthing area, fish processing and distribution, and support services such as chandlers, parking, administrative functions, fuel docks and Port maintenance activities.

Recreational Boating and Water Use

Consists of all primary, support and ancillary operations necessary to serve recreational boating, swimming and water users, for example: small boat marinas, public and private motorized and non-motorized boat launching, small boat repair, dry storage, services such as fuel docks, and related support activities such as visitor parking, administrative offices, convenience stores, storage and public facilities (restrooms, lockers, etc.).

Ferry and Excursion Boats

Consists of all primary, support and ancillary operations necessary to serve commuter ferry and excursion boat operations, for example: passenger service and boarding areas, and berthing and tie-up facilities at adjacent waterside areas, and auxiliary support facilities such as administrative space, storage, parking, and public facilities.

Ship Repair

Consists of all primary, support and ancillary operations necessary to serve the ship repair industry, for example: drydock and berthing facilities, medium sized boat repair operations, storage area, employee parking, warehousing and workshop areas, berthing space for topside work and administrative office space.

Cruise

Consists of all primary support and ancillary operations necessary to serve the cruise industry, for example: a cruise terminal facility and berthing at adjacent waterside areas, and ancillary uses such as visitor parking, passenger services, restaurants, public facilities, ship servicing, and bus and taxi staging areas.

Historic Ships

Consists of all primary, support and ancillary operations necessary to serve historic ships, for example: berthing areas, museum area, parking, storage and workshop space, public facilities and maintenance shop facilities.

[NOTE: Areas for temporary berthing and mooring needs have not been specifically addressed in these designations. It is not anticipated that specific sites will be designated for these uses, but that policies will be established at the end of Phase Two, for developing certain sites in a way that will allow for accommodation of these uses. The Phase Two planning process may also identify additional opportunities for accommodating access for recreational swimming.]

TYPE OF DESIGNATION

A solid shading on the map means that the proposed designation is either 1) a water-dependent use or related support service that currently exists on the site and should continue in the long-term; or 2) a new expansion area that responds to land needs identified in the Phase One planning process. Some of these areas have already been established as potential sites for expansion through an official policy action taken by the Port Commission.

A hatched area indicates a tentative designation that should be reviewed further during the Phase Two planning process. Sites have been given a tentative designation either because 1) although the site is currently used for a certain function, it may not represent the most appropriate long-term use of the site, or 2) the site may be an appropriate location for a water-dependent activity studied in Phase One, however alternative uses for the site should

be considered during the Phase Two process in order to determine if the tentative designation represents the "highest and best" use for that site.

Areas that are not shaded or hatched indicate these sites are open for considering any uses identified during the Phase Two planning process.

While most of the land inside the mapped Port jurisdiction line is under the control of the Port of San Francisco, there are some areas that are privately held or owned by other public agencies. This primarily affects the India Basin and Warm Water Cove areas. In addition, there are areas that do not fall inside the Port jurisdiction line, but which are contiguous with the Port of San Francisco waterfront. Those areas are Hunters Point Shipyard and Aquatic Park. Given the location of these sites in relation to Port of San Francisco property, it is worthy to address them in the Waterfront Plan. For planning purposes, this Phase One map and attached charts identify the type of water-dependent use that is recommended by the Waterfront Plan Advisory Board, as an advisory measure.

SITE DESIGNATIONS, BY TYPE OF WATER-DEPENDENT USE CATEGORY

CARGO-RELATED ACTIVITIES

- I. Recommended Designations: Existing sites that should continue in cargo-related use, plus new expansion sites

Existing sites: Piers 15-17, 19-23, 27-29, 48, 80, 90, 92, 94, 96, eastern portion of Pier 9, northern portion of Pier 50, southern portion of Pier 70, SWL 337 (adjacent to Piers 48 & 50), eastern portion of SWL 349 (adjacent to Pier 70), portion of SWL 344 (adjacent to Piers 90 & 92), and portion of SWL 352 (adjacent to Pier 94).

New sites: 100 acre reserve adjacent to Piers 80, 94, 96 (including Western Pacific property, portions of SWL 344 and 352), southern portion of Pier 50 (if ship repair should no longer need the site), SWL 354 along Islais Creek (unless traded for the "Burns" property).

- II. Tentative Designations: Sites that merit further review.

Piers 26, 28, 31, 36, 38, 46B, 54, western half of Pier 9, western portion of SWL 349

(These sites could help to meet the needs identified during Phase One for support services for cargo-related industries, including port maintenance operations currently located on Pier 46B. Whether cargo-related activities represent the "highest and best" use of the site should be evaluated during Phase Two.)

- III. Existing Sites that Should not Continue in Current Use in the Long-term: None

- IV. Areas Outside of Port Jurisdiction that Could Accommodate Cargo-related Activities: Hunters Point Shipyard, Warm Water Cove, "Burns" property, privately- and city-owned parcels between Piers 70 and 80 (as per BCDC/MTC Seaport Plan).

FISHING-INDUSTRY USES

- I. Recommended Designations: Existing sites that should continue in fishing-related use and new expansion sites.

Existing sites: Piers 45, 47, Hyde Street Harbor, Fish Alley, Wharf J7, Pier 54 (seasonal use for herring fishing)

New sites: None

- II. Tentative Designations: Sites that merit further review.

Portion of Pier 33

- III. Existing Sites that Should not Continue in Current Use in the Long-term:

Pier 28 (site is in temporary use as a fish handling area until completion of the Pier 45 project).

- IV. Areas Outside of Port Jurisdiction that Could Accommodate Fishing-related Activities:
None

RECREATIONAL BOATING AND WATER USE

- I. Recommended Designations: Existing sites that should continue in recreational boating, swimming and water use, and new expansion sites.

Existing sites: Waterside of China Basin Street south of Pier 50 to Mariposa Street (except Pier 54), including SWL 345 ("The Ramp"), South Beach Harbor, portion of Pier 40, Pier 39 marina, Mission Creek, portion of Aquatic Park (within Port jurisdiction).

New sites: Waterside portion of Pier 68

- II. Tentative Designations: Sites that merit further review.

Islais Creek, portion of Pier 40 (It is anticipated that policies will be established as part of Phase Two for developing certain sites that would accommodate additional areas for recreational swimmers and other recreational water users.)

- III. Existing Sites that Should Not Continue in Current Use in the Long-term: None

- IV. Areas Outside of Port Jurisdiction that Could Accommodate Recreational Boating and Water Uses: India Basin, Presidio, Aquatic Park

FERRY AND EXCURSION BOATS

- I. Recommended Designations: Existing sites that should continue in ferry and excursion boat use, and new expansion sites.

Existing site: Piers 1/2, 39, 41, 43-1/2, Ferry Plaza

New sites: Piers 3 and 5

II. Tentative Designations: Sites that merit further review.

Pier 31-1/2 (Currently in use as an excursion boat area, however this site may not be ideally suited for this use; designation of Piers 3 and 5 may provide an opportunity to replace the use on Pier 31-1/2.)

III. Existing Sites that Should Not Continue in Current use in the Long-term: None

IV. Areas Outside of Port Jurisdiction that Could Accommodate Ferry and Excursion Boat Use: None

SHIP REPAIR

I. Recommended Designations: Existing sites that should continue in current use and new expansion sites.

Existing sites: Pier 70, southern portion of Pier 50 (Note: Pier 50 would be designated for cargo-related use if it ceases to be used for ship repair.

New sites: None

II. Tentative Designations: Sites that merit further review.

Pier 38 (Currently in occasional use as a ship repair facility by some of the smaller ship repair companies. It may be possible to accommodate this occasional use in a shared facility in a different location.)

III. Existing Sites the Should not Continue in Current Use in the Long-term:

Upland portion of Pier 70 (This portion of Pier 70 has not been in active use as a ship repair facility.)

IV. Areas Outside of Port Jurisdiction that Could Accommodate Ship Repair:

Hunters Point Shipyard, India Basin (for medium sized boats)

CRUISE

I. Recommended Designations: Existing sites that should continue in cruise-related use, and new expansion sites.

Existing sites: None

New sites: None

II. Tentative Designations: Sites that merit further review.

Piers 35, and 30-32

III. Existing Sites that Should not Continue in Current Use in the Long-term: None

IV. Areas Outside of Port Jurisdiction that Could Accommodate Cruise-related Use: NoneHISTORIC SHIPSI. Recommended Designations: Existing sites that should continue in historic ship use and new expansion sites.

Existing sites: Hyde Street Pier, Pier 45 (Pampanito), Piers 3 and 5 (Santa Rosa and Klamath).

New sites: None

II. Tentative Designations: Sites that merit further review.

None (The National Park Service is currently studying alternative expansion sites for the Historic Ship Museum located at the Hyde Street Pier. If this study results in recommendations that affect other Port property, that site(s) will be evaluated in Phase Two.)

III. Existing Sites that Should not Continue in Current Use in the Long-term: NoneIV. Areas Outside of Port Jurisdiction that Could Accommodate Historic Ship Use: NoneBERTHING AREAS

The following areas are recommended to accommodate the long-term berthing needs of vessels associated with ongoing operation of any of the water-dependent activities analyzed in Phase One of the Waterfront Plan process. These areas are in addition to the waterside berthing facilities associated with the site designations itemized in each of the water-dependent primary use categories described above. These recommendations for additional berthing areas apply only to the waterside areas adjacent to Piers noted; the Piers themselves may be considered for other uses (including non-maritime use) in subsequent phases of the planning process: Piers 1, 9 46B

IDENTIFIED USES THAT DO NOT HAVE SPECIFIC SITE DESIGNATIONS BUT WHICH NEED TO BE ACCOMMODATED:

- o Temporary and Ceremonial Berthing for commercial and industrial vessels
- o Temporary mooring for recreational vessels
- o Additional access for recreational water users

Appendix B

WATERFRONT PLAN GOALS AND POLICIES (D R A F T) April 1993

LAND USE

GOAL 1: The San Francisco waterfront is a unique resource that should accommodate a balanced mix of uses, including both sensitively planned development and resource conservation, and also including both maritime and non-maritime activities.

POLICY 1.1: The waterfront should be inviting, accessible and safe, both day and night.

POLICY 1.2: The intensity of waterfront activity should be balanced; while encouraging a mix of activities that bring day and night time activity to the waterfront, areas should also be established where people can escape high intensity urban surroundings and enjoy the more tranquil characteristics of the Bay in a quiet, unthreatening setting.

POLICY 1.3: Maximize opportunities for shared and mixed uses.

(The Waterfront Plan Advisory Board recognizes that combining land uses yields many benefits. For example, mixing residential, office and retail uses, activates an area both day and night, making it more safe and enjoyable for the public. Furthermore, the residential and office users provide a steady stream of customers for retail, restaurant and entertainment activities. Sharing parking and open space for daytime and nighttime activities makes efficient use of scarce Port property.)

POLICY 1.4: Optimize use of under-utilized space in existing facilities in a sensitive manner.

(The intent of this policy is to encourage adaptive reuse of existing structures and facilities, where feasible. In the case of facilities that have architectural or historic significance, such adaptive reuse should make every effort to preserve the original character of the facility. The Hills Plaza project is a good example of an appropriate adaptive reuse of a historic waterfront feature.)

POLICY 1.5: Allow for interim uses and flexibility to accommodate unforeseen future needs.

POLICY 1.6: Allow space for nature, habitat and environmental restoration.

GOAL 2: Waterfront land uses should serve the best interests of the People of the City and County of San Francisco and the State of California.

POLICY 2.1: The Waterfront Plan must recognize that Port property is held in public trust to provide benefits to the people of California.

POLICY 2.2: The mix of waterfront uses should include activities that accommodate the needs of a full range of user groups.

(In addition to accommodating the general public, the waterfront should include activities accessible to all types of users including, but not limited to, seniors, children, the disabled and other groups with particular needs. Uses and facilities should include services such as restrooms, convenience food, etc. to serve waterfront users.)

POLICY 2.3: Ensure waterfront activities are compatible with land uses in adjacent neighborhood and business districts.

(The Waterfront Plan Advisory Board recognizes that new residential neighborhoods and other uses have recently emerged in areas traditionally used primarily for maritime industrial activities. The Advisory Board thus recognizes the need to carefully consider the impact of waterfront uses on these adjacent neighborhoods, especially in terms of noise and traffic. The Advisory Board does not, however, believe that new neighborhoods should necessarily take precedence over waterfront uses. Rather, considerable attention should be given to planning and design details that can help minimize possible conflicts.)

POLICY 2.4: Open spaces should meet the needs and interests of San Franciscans and visitors.

(The Waterfront Plan Advisory Board recognizes that an area well planned to meet the needs and interests of San Franciscans also would be attractive to San Francisco visitors. For example, better public facilities to enliven waterfront open spaces (rest rooms, convenience food services, public markets etc.) would serve locals and visitors alike.)

GOAL 3: The Waterfront Plan should accommodate a wide range of uses at the Port to provide a diverse and exciting waterfront.

POLICY 3.1: Preference should be given to water-dependent activities, public access and environmental restoration activities, with highest priority given to uses that require a waterfront location in order to serve their basic function.

POLICY 3.2: Non-maritime uses on Port property should complement or be compatible with existing and planned maritime activities, public access and environmental restoration activities on surrounding parcels and further enhance public access between the land and water.

(There is a consensus that maritime activities should be given preference on the waterfront.)

POLICY 3.3: Commercial and public uses should be interspersed with maritime and industrial operations for the full 7 miles of the Port's waterfront.

(The Northeast Waterfront, where maritime and non-maritime activities coexist, is an example of the type of diversity that could occur along the entire waterfront. The intent of this policy is not to displace existing uses. Rather, the intent is to intersperse diverse new uses and activities along the waterfront where they are compatible with maritime operations to encourage integration of public and commercial uses and enliven the waterfront. However, priority consideration should be given to uses that directly serve, complement and support maritime uses).

PUBLIC ACCESS AND OPEN SPACE

GOAL 1: Waterfront land uses should provide the maximum feasible public access
(The Waterfront Plan Advisory Board recognizes that different levels and types of public access are appropriate for different areas of the waterfront, depending on whether the area is industrial, commercial or public in orientation. For example, in maritime industrial areas, traditional physical public access may interfere with primary maritime operations and create public hazards. Therefore, non-traditional types of access, such as visual access via signage depicting and explaining maritime activities and history or self guided tours, should be explored.)

POLICY 1.1: Whenever feasible, future development, or major rehabilitation or expansion of existing facilities, should maximize public access and opportunities for the public to learn about and view the Bay and the waterfront.

POLICY 1.2: Where operational needs, public safety and economics permit, new development, major rehabilitation or expansion of maritime or industrial facilities should include a public access or information component allowing the public to interact or observe the maritime or industrial activity in a meaningful way.

POLICY 1.3: The Bay Trail should establish a spine of public access along the waterfront that provides connections with open spaces and other public access improvements.

(The Waterfront Plan Advisory Board encourages integration of the proposed Bay Trail, when feasible, with other public access improvements along the Bay. The Bay Trail alignment may be refined to ensure the trail is safe and free of land use conflicts or hazards.)

POLICY 1.4: Public access activities should include activities accessible by the full range of user groups.

(The range of waterfront activities should include activities enjoyable to the full range of user groups including, but not limited to, children, the disabled and seniors. Restrooms, drinking fountains and, where appropriate, food services, bike and skate rentals and similar amenities should be provided to enhance the public access or open space.)

GOAL 2: A network of interconnected public open space should be provided throughout the waterfront.

POLICY 2.1: Provide a range of small to large open space areas that can serve the needs of surrounding neighborhoods as well as the need for City-wide recreational resources.

POLICY 2.2: Accommodate a diversity of open space functions that provide opportunities for active and passive recreation.

POLICY 2.3: Enhance the quality of parks and open spaces by maintaining views to and from these sites.

POLICY 2.4: Locate open spaces within walking distance of residential and daytime population centers.

GOAL 3: Open space should provide a balance between conservation and restoration of natural areas and development of more intensive recreational uses.

POLICY 3.1: Maintain and improve natural vegetation and wildlife environments, where feasible.

POLICY 3.2: Maintain and improve wetlands, where feasible.

ENVIRONMENTAL QUALITY

GOAL 1: New development and improvements to existing facilities should meet all environmental standards and, where appropriate, exceed existing standards.

(The Advisory Board believes that existing environmental laws and regulations, such as the California Environmental Quality Act, provide good environmental protection of waterfront resources.)

TRANSPORTATION

GOAL 1: The public should be able to travel safely and efficiently to waterfront locations, activities and public access areas.

POLICY 1.1: Transportation systems and facilities should meet the special needs of the full range of users, including children, seniors, pedestrians, the disabled and the general public.

POLICY 1.2: The interface between pedestrians, joggers, cyclists and vehicles should be carefully considered in the design of development projects.

(Public access and pedestrian improvement projects approved in conjunction with the Bay Trail and the Waterfront Transportation Projects reflect the importance of the pedestrian environment to the public. While the Waterfront Plan Advisory Board clearly recognizes and supports these goals, it is also cognizant that sometimes compromises may be necessary to ensure the viability of maritime uses. A careful balance must be struck between public access goals and the needs of maritime activities.)

GOAL 2: Development on Port property should be coordinated with a circulation system that integrates transportation modes and gives priority to the Embarcadero's role as the main arterial for the movement of goods and people associated with activities along the entire waterfront.

POLICY 2.1: The Port should encourage the installation of traffic signals at frequent intervals to maintain slower speeds and to facilitate convenient and friendly pedestrian crossings.

POLICY 2.2: The Port should encourage maximum convenience of transit connections, including connections between the northern and southern waterfront.

POLICY 2.3: Ferries and water taxis should connect Port and non-Port waterfront activities and businesses.

POLICY 2.4: Access that is necessary to serve maritime businesses and facilities on the piers should be maintained and enhanced.

GOAL 3: Efficiently planned parking and loading facilities should be provided to serve Port activities.

POLICY 3.1: Provide a planned network of parking on sites that are conveniently located near activities on Port land that need parking.

POLICY 3.2: New and existing development should take full advantage of shared parking facilities for daytime, evening and weekend activities.

POLICY 3.3: Preference should be given to plans that locate parking away from the waters edge, particularly for non-maritime activities.

POLICY 3.4: Information and signage systems should be used to identify parking locations.

POLICY 3.5: Provide sufficient loading space for delivery and service vehicles that serve land uses on Port property.

URBAN DESIGN

GOAL 1: The design of waterfront improvements should provide physical and visual connections between landside and waterside activities and between waterfront activities.

POLICY 1.1: Protect visual access to the waterfront by limiting excessive building heights and, where appropriate, incorporating terraced building designs that step down to the shoreline.

POLICY 1.2: Maximize views of the waterfront's maritime activities and the Bay.

POLICY 1.3: Provide visibility to major destination areas and attractions that provide orientation points along the waterfront.

POLICY 1.4: Preserve view corridors.

POLICY 1.5: Protect and enhance views, particularly around open space and street corridors, that maximize visual access to the Bay and to maritime activities.

POLICY 1.6: Protect and enhance views from the water of waterfront activities and inland land uses.

POLICY 1.7: Provide transitions and links between activities on Port property and between activities on Port property and existing adjacent neighborhoods.

POLICY 1.8: Provide buffers when necessary to reduce land use conflicts.

GOAL 2: Promote diverse, high quality, and visionary design for new development and public improvements, that also respects the character of existing development.

POLICY 2.1: The design of new development should respect the characteristic of nearby development.

POLICY 2.2: Relate the height and bulk of new development with existing development patterns.

POLICY 2.3: Promote building designs that will improve the integrity of open space, streetscapes and other public areas.

POLICY 2.4: New development should be sensitive to existing structures that are architecturally or culturally significant.

POLICY 2.5: Public art should be relevant to, and not interfere with, waterfront and Bay views.

GOAL 3: Waterfront land uses and design should enhance the historic, maritime fabric and context of the waterfront.

(The Hills Plaza project is a good example of a sensitive adaptive reuse project that is reminiscent of the waterfront's history.)

POLICY 3.1: Encourage the highest quality design while preserving the waterfront's historic fabric and context.

POLICY 3.2: Historically significant buildings should be identified and, if feasible, preserved.

POLICY 3.3: Maintain and complement the waterfront's historic design features, particularly those that recall historic maritime or waterfront activities.

POLICY 3.4: Recognize individual, historic waterfront sites and structures (e.g. Todd Shipyard.)

GOAL 4: The Ferry Building and environs should be the centerpiece of the waterfront and a highest priority of the Waterfront Plan.

POLICY 4.1: The Ferry Building should be preserved and restored as an important public building and intermodal regional transportation and ferry terminal.

POLICY 4.2: The original facade and design of the Ferry Building should be restored.

POLICY 4.3: Ferry Building activities should enliven the building and make it a destination in its own right.

POLICY 4.4: The Ferry Building should connect the downtown to the water.

REVENUE AND ECONOMIC DEVELOPMENT

GOAL 1: Maintain and enhance a sound and diverse economic base and fiscal structure for the Port, while giving preference to maritime and water-related uses.

POLICY 1.1: Consideration should be given to land uses and operations that can generate surplus revenues to fund public amenities, capital investment and maintenance at the Port.

POLICY 1.2: Provide opportunities for newly-emerging economic activities, particularly those that are maritime or water-related.

POLICY 1.3: Encourage environmental restoration businesses that would generate jobs and revenues.

GOAL 2: Expand employment opportunities at the Port.

POLICY 2.1: Employment-generating activities should be encouraged and promoted.

GOAL 3: Maintain and enhance San Francisco's maritime potential.

POLICY 3.1: Avoid actions that displace existing, or preclude expansion of growing maritime activities.

Appendix C

GLOSSARY OF TERMS

Bay oriented commercial recreation and public assembly uses -- Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*San Francisco Bay Plan*, p. 36)

Burton Act -- State legislation that sets the terms and conditions for the transfer of Port property to the jurisdiction of the City and County of San Francisco, and subject to control and management by a local Port Commission. (California Statutes, Chapter 1333, 1968.)

California State Lands Commission -- A State agency with jurisdiction over the lands granted in trust to the Port of San Francisco. Commission staff monitors Port activities and projects to ensure compliance with the *Burton Act* (legislation that transferred Port lands to the City) and the public trust doctrine.

Fill -- As defined in the *McAteer-Petris Act* which created the Bay Conservation and Development Commission, fill means "earth or any other substance or material including pilings or structures placed on pilings, and structures floating at some or all times and moored for extended periods, such as houseboats and floating docks."

Maritime -- A general term used to describe industrial or commercial activities related to water-borne commerce and navigation.

Maritime support -- Businesses or activities that provide support services to water-dependent industries such as tug and tow operators, cargo sourcing and warehousing, trucking, etc. Support services can be water-dependent (e.g. tug boats) or non-water dependent (e.g. trucking).

Non-water dependent activities -- Activities and land uses that do not require access to the water in order to function.

Port-priority use and port-priority use areas -- The BCDP/MTC *Seaport Plan* designates areas that should be reserved for port priority uses, including marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repair, and support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers and marine services. Uses that are permitted within port-priority use areas may also include public access and public and commercial recreational development, provided they do not significantly impair the efficient utilization of the port area.

Port Strategic Plan -- In 1990, the Port completed a comprehensive review and analysis of Port policies, business and development options, facility conditions, market opportunities, political and regulatory context, and tenant and customer relations. The product was a strategic plan, the main principals of which are embodied in a mission statement, goals and strategic objectives.

Proposition H -- A ballot measure adopted by San Francisco voters in November 1990 that imposed a moratorium on new "non-maritime" development pending completion of a land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

Public trust -- Under the public trust doctrine, title to tidelands and lands under navigable waters, as existed at the time that California became a state, is held in trust by the State for the benefit of the public and must be used for purposes of commerce, navigation and fishing as well as for environmental and recreational purposes. The Port of San Francisco is the trustee for public trust lands granted to the City by State legislation in 1968.

Seawall Lots (or "SWL") -- Parcels of land owned by the Port that are located inland from the Bay shoreline.

Water-dependent activities -- Activities, businesses or industries that depend on a waterfront location to function, such as cargo-related activities, berthing of historic, ceremonial or other ships, ferry and excursion boat operations, fishing industry uses, maritime support uses, recreational boating and water use, ship repair, and water taxi docking.

Water-oriented uses -- Under the *McAteer-Petris Act*, BCDC can permit Bay fill only for certain "water-oriented" uses specified in the law or "minor fill for improving shoreline appearance or public access to the Bay." The water-oriented uses the law permits include water-related industry, bridges, wildlife refuges, and water-oriented recreation and public assembly. Housing and offices are not considered water-oriented uses.

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On behalf of the San Francisco Port Commission:

James R. Herman, President
Anne Halsted, Vice President
Ming Chang-O'Brien
Francis O'Neill
Preston Cook

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Waterfront Plan Advisory Board Members

Robert Tufts (Advisory Board Chair)

Kermit Boston
Arthur Bruzzone
Anne Marie Cervantes
Denise Conley
James C. Eschen
Patrick J. Flanagan
Michael Gallette
Lester Gee
D. Carl Hanson
Dennis Herrera
Toby Levine
Denise Hinckle McCarthy
Brian T. McWilliams
Richard C. Millet
George Mix, Jr.
Jane Morrison
Stan Moy
Peter Moylan
Nan G. Roth
Jack Scott
Paul Sedway
Marina V. Secchitano
Julia Viera
Thomas Walker
Jay S. Wallace
Esther "b" Woeste

Previous Members: Sue Bierman, Jack Morrison, Curt A. Rodby, Emily G. Rodriguez

This report is prepared for their review and consideration, and is also available to the citizens of San Francisco for public comment.

PORT OF SAN FRANCISCO

Walter A. Abernathy, General Manager
Sharon Lee Polledri, Director of Planning and Community Affairs

Report Authors

Diane Oshima Anne Cook

Legal Advisor

Noreen Ambrose, Deputy City Attorney

Production, Graphics and Technical Assistance

Floristine Johnson
Gretchen Grover
Dan Hodapp
Paul Osmundson
Gail Tang

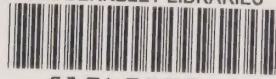
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Keri Lung
Tom Lai
Larry Florin

In Memory of Randy Rossi, PhD.

His commitment to Port planning has inspired this effort.

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